

PROJECT IN RESEARCH IN UNIVERSITIES

Education  
and the Civil Service  
in New York City

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## Foreword

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THIS BULLETIN is one of a series reporting the findings of investigations undertaken during 1936-37 under the Project in Research in Universities of the Office of Education. The project was financed under the Emergency Relief Appropriation Act of 1935; and conducted in accordance with administrative regulations of the Works Progress Administration. Study findings in addition to those reported in this series will be made available in other Office of Education or institutional publications.

The Project in Research in Universities represents a unique and significant innovation in cooperative research. Sixty universities and comparable institutions located in 32 States, the District of Columbia, and Hawaii combined efforts with the Office of Education to conduct 40 studies, 23 of which were proposed by the Office and 17 by the institutions. Each institution was invited to participate in all of the approved studies that it was in a position to undertake. From 1 to 14 studies were conducted in each institution, and a total of more than 150 separate study reports were made to the Office of Education.

An important feature of the project was the widespread and coordinated attack on each problem by a number of universities at the same time. Each study proposed by the Office of Education and accepted by the universities was conducted by two or more institutions. As many as 31 institutions, located in 20 States representative of each major geographical division of the country, participated in one study alone. The task of planning, administering, and supervising the many projects and studies on a national scale, under complex and often difficult conditions, demanded the finest type of cooperative endeavor. Except in two places where qualified relief workers could not be found or retained, every institution which actually began work on the project carried it through to successful completion. The fine professional spirit in which responsibility for the work was accepted and maintained by the institutions made possible the successful completion of the project within approximately 1 year.



. With this professional spirit of cooperation in worth-while research and study of educational problems was manifested a strong humanitarian desire to join hands with Federal agencies striving during the years of the depression to afford gainful and socially desirable employment to college graduates or former college students in the type of work for which they were best prepared. For these contributions to educational research and to the social good of the Nation, the Office of Education extends to its colleagues and helpers in the universities of the country its grateful acknowledgment and appreciation.

This bulletin by Dr. Sayre and Mr. Mandell analyzes the recruitment policies of the Civil Service Commission of New York City in their relationships to the educational program of the metropolis. It is in essence a case study of a problem which is now emerging with increasing emphasis on a national scale: The articulation of the American educational system with the recruitment of a highly trained public service personnel. The Commission of Inquiry on Public Service Personnel has but recently pointed out the urgency of a public career service in the United States. The report of this commission has been widely recognized as an important milestone in the development of our civil service. It has focused attention upon a long neglected national necessity. That necessity has now become an imperative. Our national, State, and local governments cannot discharge the new and technical tasks of government in an industrial era except with a thoroughly trained personnel. In the recruitment of a trained career personnel the basic essential is a close and consistent coordination between the standards of public service recruitment and the standards of education and training in the schooling program of the Nation and the community.

The authors of this bulletin have made a thorough survey of the trends toward, and the barriers to, a career service in an important and highly developed public personnel jurisdiction. Their findings have more than local significance. Civil service administrators and educators throughout the country will find in the following pages many helpful guides to the development of a public career service and the orientation of the educational system to this new opportunity and responsibility. Considered from the educational viewpoint primarily, this report should be of service in one of the most important tasks of educators engaged in curriculum and course construction in the field discussed; that is, analysis of employment and job demands. The report should be of interest also to the growing number of teacher personnel and employment officers in public schools and in colleges who are adopting civil service and related practices in their work.

Throughout the course of the study upon which this bulletin is based, the New York City Civil Service Commission and its staff were generous in their cooperation. President James E. Finegan, Commissioners Ferdinand



Q. Morton, Samuel H. Ordway, Jr., and Paul J. Kern, and William H. Allen, Secretary to the Commission, gave access to all the essential records in the offices of the commission. The study is also indebted to the commissioners and bureau chiefs of the administrative departments who cooperated in the distribution of questionnaires to employees and many of whom also advised the authors of this bulletin in the interpretation of data affecting the services of their departments or bureaus.

Prof. Rufus D. Smith, provost of New York University, placed the facilities of the university at the disposal of the project and made frequent and valuable suggestions throughout the study. Dean Thorndike Saville of the New York University College of Engineering gave frequent counsel in the interpretation of technical data concerning the engineering service.

While the above persons contributed generously to the study, the authors alone are responsible for the final interpretations and conclusions.

BESS GOODYKOONTZ,  
*Assistant Commissioner of Education*

# PART I

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## *Part I*

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Recruitment Policies:  
Education and Experience

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# [ CHAPTER I ]

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## Introduction and Method of Procedure

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### I. INTRODUCTION

THIS SURVEY of the relationship between the educational system and the civil service in New York City has for its objective an analysis of the degree to which the recruitment policies of the municipal civil service commission are articulated with the schooling program of the area, a statement of the major barriers between employment in the public service and the products of the educational system, and an appraisal of recent trends toward cooperation in this field.

The public service is now the object of a widespread popular and professional interest no less intense, though of different temper, than that of the era of reform which began with the Pendleton Act of 1883. Then the problem was the "spoils" system. Today the problem of patronage, while still recognized, is subordinated to the problem of securing a trained, competent personnel equal to the new tasks imposed upon the governmental system by the expansion of its functions. It is now universally recognized and emphasized that the elimination of the practices of patronage is but a first step. "The establishment of a career service", the Commission of Inquiry on Public Service Personnel has recently declared, "is the required next step in the history of American government." The major requirement of such a career service is that its recruitment be articulated with the educational system.

Yet it is apparent to even the casual observer of American public personnel practices that the development of recruitment methods by the civil service commissions since the passage of the Pendleton Act has been indifferent, if not antipathetic, to the work of the educational system. In a half century of preoccupation with the elimination of the patronage system from public employment the civil service commissions have come to rely upon a series of recruiting techniques which place a high value upon "experience" and which ignore, or which even indirectly penalize, the training embodied in public education.

New York City is a significant jurisdiction in which to observe the present status of this development of the merit system. The agitation for civil service reform began in the city in the 1870's, and in 1884, 1 year after the merit system began in the Federal Government, the employees of New York City were placed under civil service regulations. In the subsequent development of public personnel administration, New York City has adhered closely to the traditional American pattern. It is, consequently, a typical civil service jurisdiction in its recruitment practices.

New York City is, next to the Federal Government, the most important public employment jurisdiction. No State and no other city in the United States employs so large a group of public servants. In addition to approximately 40,000 members of the educational staff, the city at present employs the following number of persons:

Unclassified .....	392
Exempt .....	629
Competitive .....	62,815
Noncompetitive .....	16,518
Labor .....	26,767
Total .....	107,121

The competitive class and its recruitment is the main concern of this study. In recruiting this group of employees, the New York City Municipal Civil Service Commission uses an extensive list of examinations. Some of these examinations are general in nature. Others are highly specialized. The examinations fall logically into groups or services. For most of these services, open-competitive recruitment is used for the lower grades only; for some services, however, notably the engineering service, open-competitive examinations are used for all grades.

The wide range of examinations given by the New York City commission in the period under survey is revealed in the following summary by services:

*Clerical service.*—In this service, one of the largest in the competitive class, open-competitive recruitment is confined to grades 1 and 2. With the exception of the open-competitive examination for grade 3 in 1927, the higher grades were recruited by promotion examinations.

Examination	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6
Grade 3 .....	1927	3,198	515	2,683	153
Grade 1 (male) .....	1928	844	733	111	425
Grade 2 (male) .....	1928	1,060	646	414	472
Grade 1 (female) .....	1931	8,018	1,868	6,150	45
Grade 2 .....	1932	10,255	1,541	8,714	337
Grade 1 (male) .....	1935	12,674	3,302	9,372	(1)

<sup>1</sup> Eligible list not yet terminated.



*Accounting service.*—For accounting and bookkeeping positions, examinations are given for general positions in all grades. The only specialized examination is for the position of typewriter-bookkeeper.

Examination	Grade	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6	7
Accountant.....	4	1927	368	167	201	44
Bookkeeper.....	3	1927	419	205	214	79
Bookkeeper.....	2	1929	517	303	214	103
Accountant.....	5	1933	888	121	767	28
Typewriter-Bookkeeper.....	3	1935	165	67	9	(1)
Bookkeeper.....	2	1936	5,064	1,770	3,294	(1)

<sup>1</sup> Eligible lists not yet terminated.

*Engineering service.*—In this service, open-competitive examinations are given for all grades. The examinations are both general and specialized.

Examination	Grade	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6	7
Assistant engineer (Tunnel).....	4	1927	64	18	46	7
Junior draftsman.....	2	1927	115	84	31	54
Structural steel draftsman.....	3	1927	209	136	73	116
Assistant electrical engineer.....	4	1928	36	12	24	7
Car designer.....	4	1928	12	6	6	6
Radio engineer.....	3	1928	3	2	1	1
Assistant engineer (Tunnel).....	4	1929	50	14	36	9
Junior draftsman (Architectural).....	2	1929	199	60	139	5
Engineering assistant (Board of transportation).....	3	1930	702	85	617	70
Architect.....	4	1931	26	8	18	2
Assistant engineer (Mechanical).....	4	1931	47	16	31	4
Mechanical engineer.....	4	1932	167	52	115	20
Junior electrical engineer (Board of transportation).....	3	1933	375	41	334	(1)
Resident engineer (Bridge construction).....	4	1934	31	11	20	(1)
Examining engineer of refrigeration.....		1935	25	3	22	(1)
Marine engineer.....		1936	50	9	41	(1)
Sanitary engineer (Sewage treatment operation).....		1936	10	5	5	(1)

<sup>1</sup> Eligible lists not yet terminated.

*Chemical and biological services.*—In these positions examinations are both general and special. Most of the higher grades are filled by promotion examinations.

Examination	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6
Food chemist.....	1927	44	14	30	8
Junior chemist (Asphalt).....	1927	11	8	3	5
Laboratory assistant (Bacteriology).....	1928	41	31	10	23
Laboratory assistant (Chemistry).....	1929	27	23	4	6
Bacteriologist.....	1930	78	19	59	5
Pathological chemist.....	1930	3	1	2	1
Bacteriologist (male).....	1932	81	13	68	2
Biological chemist.....	1933	3	1	2	1
Laboratory assistant (General and bacteriology).....	1935	556	328	228	(1)
Chemist.....	1935	48	13	35	(1)

<sup>1</sup> Eligible lists not yet terminated.

*Medical and nursing service.*—Nurses for the Department of Health are selected through one open-competitive examination, the supervisory positions being filled by promotion. The single exception to this rule in the period studied was the 1928 examination for the director of the Bureau of Nursing. The medical group is selected by both general and specialized examinations.

Examination	Grade	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6	7
Physician (Clinic).....		1927	35	27	8	13
Deputy medical inspector.....	4	1927	7	2	5	1
Director, Bureau of Nursing, Health Department.....		1928	20	2	18	1
Nurse.....		1928	184	92	92	64
Police surgeon and medical officer.....		1928	198	26	172	13
Medical inspector.....	1	1929	71	60	11	46
Resident physician.....	3	1929	14	12	2	3
Assistant medical examiner.....	4	1930	39	12	27	5
Nurse.....		1930	220	42	178	29
Physician (Clinic).....	1	1931	70	64	6	14
Nurse.....		1932	227	61	166	58
Resident physician.....	3	1932	61	39	22	4
Nurse.....		1934	229	81	146	74
Director, District Health Administration.....		1934	39	9	30	1
Resident physician.....	4	1935	39	9	30	(1)

<sup>1</sup> Eligible list not yet terminated.

*Social service.*—Social case workers for all agencies of the city government engaged in social work are recruited through one open-competitive examination, that for social investigator. Supervisory posts are usually filled by promotion examinations. For probation officer, separate examinations are given for each of the criminal courts, and parole officers are also selected through a separate examination.

Examination	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6
Social investigator.....	1928	934	162	772	139
Social investigator (Italian).....	1930	164	38	126	10
Social investigator (Yiddish-Polish).....	1930	20	5	15	3
Social investigator (Yiddish-Russian).....	1930	31	8	23	1
Social investigator.....	1932	5,596	543	5,053	449
Special investigator (Board of Child Welfare).....	1927	96	8	88	1
Case work supervisor.....	1935	47	4	43	2
Probation officer (Children's Court).....	1929	1,026	206	820	19
Probation officer (female).....	1929	460	163	297	6
Probation officer (male).....	1929	166	41	125	18
Crime prevention investigator.....	1929	133	43	90	27
Probation officer (Domestic Relations Court).....	1934	236	19	217	12
Chief probation officer (Domestic Relations Court).....	1936	60	10	50	1
Probation officer.....	1935	669	57	612	6
Parole officer.....	1935	239	36	203	5
Probation officer (Domestic Relations Court).....	1936	885	194	691	(1)
Social investigator.....	1936	10,608	4,395	6,213	(1) 3,500

<sup>1</sup> Eligible lists not yet terminated.



*Legal service.*—In this service, general open-competitive examinations are given for law clerk and junior assistant corporation counsel. Specialized examinations are also given. While some of the higher posts are filled by closed-competitive examinations, several open-competitives are also given.

Examination	Grade	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6	7
Assistant counsel (Board of Transportation).....	3	1927	5	1	4	1
Law clerk.....	3	1927	23	3	20	1
Law examiner.....	1	1928	181	88	93	4
Deputy assistant corporation counsel.....	3	1928	61	23	38	2
Law clerk.....	1	1929	241	104	137	1
Title examiner.....	3	1930	208	35	173	14
Junior assistant counsel (Board of Transportation).....	3	1931	73	8	65	3
Law clerk.....	3	1933	149	25	124	4
Tax counsel.....	3	1935	27	9	18	(1)

<sup>1</sup> Eligible list not yet terminated.

*Police and fire services.*—In these two services, recruitment by open-competitive examination is confined to the lowest grade in each service. All the higher positions are filled by closed promotion examinations.

Examination	Year	Number of candidates	Passed	Failed	Appointed
1	2	3	4	5	6
Patrolman.....	1929	4, 287	2, 218	2, 069	2, 117
Fireman.....	1931	8, 090	3, 993	4, 097	990
Patrolman.....	1931	6, 033	2, 265	3, 768	1, 313
Patrolman.....	1934	18, 721	5, 536	13, 235	(1)
Fireman.....	1935	7, 721	1, 938	5, 783	(1)

<sup>1</sup> Eligible lists not yet terminated.

## 2. METHOD OF PROCEDURE

The principal sources of information used in connection with this survey are: (1) The written tests included in competitive examinations;<sup>1</sup> (2) The advertisements of the Commission, which prescribe the minimum experience, training, and education requirements expected of candidates and the weights assigned to each test in the battery of tests included in examinations;<sup>2</sup> (3) The application blanks of the candidates, which contain the educational and experience backgrounds of candidates in these examinations; (4) The schedule sheets of the Civil Service Commission, which

<sup>1</sup> See Appendix A for a copy of a representative test.

<sup>2</sup> See Appendix B for a copy of a representative advertisement.

contain the grades received by each candidate on the several tests included in each examination; (5) The returns from a questionnaire circulated among representative groups of city employees.<sup>3</sup> In each of the appropriate cases, the material covered the period from January 1, 1927, to December 31, 1936.<sup>4</sup>

*Minimum experience—education requirements.*<sup>5</sup>—The advertisements of the Civil Service Commission which are used to announce forthcoming examinations were read with the following questions in mind: In which classes of positions is there an absence of educational requirements? In which classes of positions is the educated person placed in competition with persons with similar or higher education only? In which classes of positions are educated persons unable to compete because of the required years of experience? In which classes of positions are the requirements correlated with the various levels of the educational system? In which classes of positions are educated candidates permitted to compete but at a decided disadvantage because of the great weight given to surplus experience, beyond the minimum requirements, in the calculation of the final mark? In which positions do the needs of the public service in terms of recruitment for a career service require an increase in minimum educational requirements and a decrease in experience requirements?

*Written test.*—The written tests were read with the following questions in mind: Could a candidate without previous experience of any kind but with an education at the appropriate level compete on an even basis with other candidates who had had experience in the duties of the position for which the test was being given? How much advantage would a candidate with experience have? Could personal reading or attendance at a "cram" school overcome this difficulty of the inexperienced but educated candidate? What levels of the educational system were being tapped for material by the Civil Service Commission for questions in these written tests? What changes would result in the recruitment of an educated and well-schooled group of applicants?

*Candidates' experience-education background.*—From the application blanks submitted by all candidates prior to examinations and upon which is placed their education and experience records, the following information was sought: What is the average education (in terms of years of schooling) of those who participate in particular civil service examinations? What is

<sup>3</sup> See Appendix C for a copy of the questionnaire. Approximately 10,000 questionnaires were distributed and 3,000 responses received. The questionnaires were not signed and were identified by position and grade only. Each employee was provided with an individual "penalty" envelope with the return address mimeographed on it. The commissioners in each department gave their support to the study.

<sup>4</sup> The material upon which this study is based was obtained from the files of the Municipal Civil Service Commission through the courtesy of the Commissioners and William H. Allen, secretary to the Commission.

<sup>5</sup> Throughout this discussion, experience and education requirements will be discussed together, since one grade is given for both elements and substitution of one for the other is often allowed.



the average number of years and types of experience of those who participate? How do these figures vary between examinations given at different times for the same position? How do these figures as to average years of education and experience prior to recruitment vary among different classes of positions? Who, in terms of education and/or experience, are successful in obtaining high ranking on eligible lists?

*Schedule sheets.*—The schedule sheets of the Commission were used to answer the following questions: What types of candidates in terms of education and experience get the highest marks on the written test? On the oral test? What correlation is there between grades received on one test and grades received on other tests? What types of candidates in terms of experience-education backgrounds fail the written tests? Oral tests? Is there any age differential between those most successful and those least successful (the failures) in these tests? <sup>6</sup>

*Questionnaire returns.*—Information on the following questions was sought for in the tabulation of the answers to the questionnaires circulated among the city's employees: What method of preparation had been followed in participating in open-competitive and promotion examinations? What educational levels had candidates reached prior to entrance into the civil service? What educational institutions and what courses had they attended since entering the public service? What future educational needs did they anticipate either in terms of general education or employment advancement?

*Educational curricula.*—Information was also sought both from the published curricula of the educational system and institutions in New York City and from interviews with informed persons as to public service orientation and training: What courses in the educational program were aimed at public service? What training was offered to municipal employees? What adjustments seem necessary for the coordination of education with the needs of the public service?

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<sup>6</sup> All material hereafter quoted in connection with the education-experience of candidates, the requirements for examinations, questions on written tests, and similar data were obtained from official copies of this material on file in the offices of the Municipal Civil Service Commission.

## [ CHAPTER II ]

### Education-Experience Requirements

THE FIRST formal stage in public service recruitment is the establishment of minimum requirements for admission to competition. In New York City, as elsewhere in the United States, the development of recruitment policies has emphasized "experience" as a minimum requirement. Minimum educational requirements have made slow progress against this experience bias of public recruitment, and even where educational minima have been established, they have been vitiated by the acceptance of experience as an "equivalent" of education. Slowly, however, the thesis that recruits to all public service positions should have had some schooling previous to entrance has won a measure of formal recognition in New York City. The present commission particularly has emphasized that the importance of the civil servant in the community demands that he be informed of problems beyond the routine duties of his position. In discussing this point with the prospective entrants to the clerical service, the Commission recently said:

The higher civil service clerk is an important citizen. He affects public thought, public prejudice, and public progressiveness. Besides his salary, he usually has four weeks vacation each year on full pay. He has liberal sick leave. At retirement he is paid a pension at half his salary. He has security. He has prospects. Therefore, he has a prestige which gives him a far greater influence in his locality than is usually enjoyed by a privately employed neighbor at twice the income.<sup>1</sup>

In recognition of this policy, the present Commission, since it assumed office in 1934, has been continually raising standards for entrance to examinations. In some cases where opposition pressure has prevented establishment of minimum requirements the Commission has raised the educational content of the written test and made it difficult for those without this schooling to pass.<sup>2</sup> This has occurred in the recent examinations for clerk.

<sup>1</sup> Preparedness Neglected by Grade 1 Clerks, 1936. Pamphlet issued by the Municipal Civil Service Commission, New York, November 1936. p. 8.

<sup>2</sup> See pt. I, ch. IV, "The Written Test." This method of meeting the problem can be used efficiently only when the Commission has made available standardized tests. As will be pointed out later, the Commission has not yet resorted to the use of such tests.



(grade 1), market supervisor, bookkeeper (grade 2), and the examination for firemen, 1937.

In one group of positions, the present Commission has been able to require some amount of schooling as a minimum requirement where none existed before. An outstanding example is the examination given in 1936 for social investigator. Previous recruitment to this position had been made without the requirement of any education or experience. In the 1936 examination the minimum educational requirement was college graduation, although a year of experience was accepted in lieu of a year of schooling up to a maximum substitution of 4 years of experience for 4 years of education.<sup>3</sup> This advance in requirements for this position is an important and necessary one, considering the professional nature of the duties involved. Under the previous system of recruitment some candidates who had not even a common school education received appointments. Also under the previous system, testees with years of experience in enterprises unrelated to social work were frequently appointed. Candidates who had been millinery shop workers, office boys, managers of dry-cleaning establishments, and in other diverse occupations, were supervising the annual distribution of millions of dollars in the city's relief program.<sup>4</sup>

In one of the large classes of positions in the clerical service, that of the stenographer-typist, the present Commission has set a requirement of high-school graduation or the equivalent where previously there was no educational requirement. This was a recognition of the existence of a large group of graduates from commercial courses in the city's high schools, amounting to more than 5,000 each year<sup>5</sup>, who were available and eager for public employment.

In the 1935 examination for firemen and the 1936 examination for prison keeper educational requirements were set for the first time with elementary school graduation required in the former and high-school graduation required in the latter examination. The need for higher educational requirements in these positions arises out of the closed promo-

<sup>3</sup> This examination was held primarily for the purpose of the establishment of an eligible list from which to make appointments to the home relief division when it becomes a permanent part of the city's administrative organization at the end of the emergency period. Under the permanent organization of the State Department of Social Welfare, as set forth in ch. 873, Laws of 1936, that Department's approval is required of all requirements set by the Municipal Civil Service Commission for examinations for positions in home relief bureaus. While it is not uncommon for State law to specify requirements, this is a unique case of regulation by an agency other than the State Civil Service Commission.

<sup>4</sup> A number of technical problems occur in connection with this problem of adequate educational requirements. Sometimes the minimum requirement is satisfactory, but the advance is vitiated by the acceptance of experience in lieu of the required education. This advance in requirements is also sometimes nullified by the acceptance of equivalents which are impossible to define precisely. In still other instances, adequate recognition may be given to educational achievement in the minimum requirements, but candidates with experience frequently derive advantage from the additional credit which they receive in the final rating.

<sup>5</sup> Compiled from the Annual Reports of the Superintendent of Schools, New York City.



tion policy pursued by the Civil Service Commission. In both the police and fire departments all the positions in the department, ranging from the lowest entering position to that of chief inspector and fire chief, are filled by those in the next preceding grade. Under the career system favored by the present municipal administration, the commissioners of both these departments were also selected from the uniformed forces.<sup>7</sup>

In the clerical service in the past a "career" service has existed beginning with grade 2, with both grades 1 and 2 being filled through open-competitive examinations. A grade 2 clerk has ordinarily faced no outside competition in advancing to the highest administrative posts, paying salaries of \$3,000 to \$7,000. Yet the recruitment level for the open-competitive posts in the clerical service has been at a low educational level (about the 4-year high-school level for grade 2 and the middle of the secondary school course for grade 1). Because great administrative and technical responsibilities are involved in the higher ranking positions and because the present commission wishes to emphasize career opportunities to high-school and college graduates, it is planned to close grade 2 in the future and recruit through open competition for grades 1 and 3. Grade 1 would be raised to the high-school graduation level as was done in the 1935 test for the position and grade 3 would have a minimum entrance requirement of college graduation. This procedure promises to improve the entire clerical staff; it will place men with high educational achievement in grade 3 in line for advancement to the important administrative positions extending as far as bureau chief, and it will also encourage those who enter at the lower level through grade 1 to continue with their schooling to meet this new competition. Opening grade 3 to outside competition is a definite indication that the city as an employer hopes to recruit those with records of high educational achievement to secure efficiency in the higher administrative posts.

In another group of positions the Commission has set educational requirements where only experience requirements existed before, or has raised the minimum educational requirements previously existing.<sup>8</sup> In this way the Commission accomplished its objective of eliminating many candidates with years of private experience but without educational background. Without this change in requirements, such candidates would have had a large advantage in the examinations through the high rating received for the years of surplus experience beyond the minimum requirements.

<sup>7</sup> There has been no educational requirement for candidates for the position of patrolman. The present Commission has given no examination for this position.

<sup>8</sup> The commissioner of the department of water supply, gas, and electricity is also from the permanent service.

<sup>9</sup> It is recognized that the average number of years of attendance of the participating candidates at educational institutions would have been raised without this change in requirements as a result of the improvement in quality of those participating in civil service examinations during the depression.



The recent trends and present status of education and experience requirements in the remaining services of the city are revealed by the following analysis.

*Legal service.*—For most of the positions in this service, membership in the bar of the State of New York or an LL. B. degree has been placed as a minimum requirement. For the position of title examiner an interesting change has taken place. In 1929, for the position of title examiner (grade 3), with a salary of \$3,000 and up, there was no educational requirement but only an experience requirement of—

... not less than 3 years' experience in the work of searching, examining, reading, and closing of titles to real property either with title companies, lawyers, or real estate operators or conveyances.

In 1935, for a position in grade 1 with a salary between \$1,800 and \$2,400 2 years of experience was required and definite recognition of legal training was given by the acceptance of an LL.B. in lieu of the 2 years of required experience.

In 1936, in an examination for the position of law clerk and law examiner, grade 1, with a salary of \$1,800 to \$2,400, no experience was required; the age limits set were between 21 and 25 to insure the selection of a homogenous group and to eliminate the unfair advantage accruing to experienced candidates in the rating of training, education, and experience qualifications; and an LL.B. or membership in the senior class of a recognized law school was required.

*Chemical and biological services.*—The requirements for positions in these services are approaching a career service level. The educational requirements are on the college level, and for many of these positions no experience at all is necessary. In the examinations given in 1929 and 1930 for junior asphalt chemist and food chemist a B. S. in chemistry without additional experience was required. This standard is in sharp contrast with the 1930 and 1931 examinations for bacteriologist which required 12 credits in chemistry or bacteriology and 1 year of laboratory experience, or high-school graduation plus 3 years of experience. This was a low educational level for such an important technical position. In 1936 when the duties of this title had been raised to supervisory character the requirements were raised to college graduation with 3 years of experience.

In 1935, for the first time for a position with only minor technical duties, the Commission set the severe restriction of 5 years of experience. This occurred in the examination for chemist. A baccalaureate degree was also required. The standards were more favorable to education in examinations given in 1930 and 1932 for pathological and biological chemists, for positions for which the salaries were higher and the duties were of the same or more responsible nature than that of chemist. Only 1 year of experience



was required in the first examination and 3 years in the second, while the educational requirements were at the level of the M. D., Ph. D., or D. Sc. in chemistry.

The educational level for laboratory assistant has been raised, since the advent of the present Commission, from no education requirement at all to that of graduation from high school. In addition, 6 months of experience are now required.

Recognition is given to educational achievement in the requirements for inspectors in this service. In the 1935 examination for assistant inspector of combustibles, with a salary of \$1,800-\$2,400, a college degree in chemistry satisfied the minimum requirements although those with 4 years of chemical laboratory or industrial experience or 3 years of experience as inspector with a government agency were also allowed to compete. For inspector of foods, grade 3, in 1927 the requirements were merely a 1-year course in an agricultural college or 1 year of experience in a chemical or biological laboratory; in 1936 for the lower ranking position of grade 2 either a baccalaureate degree or 2 years of experience was required.

As the above data indicate, while recognition is given to educational achievement in these inspectional positions, experience is often accepted as a satisfactory substitute. Since the position of Inspector in the lower grades is properly the base of a "career" ladder for advancement to supervisory and technical positions in the appropriate departments, the substitution of experience for education limits the development of a career service in the chemical and biological positions.<sup>9</sup>

*Accounting service.*—In this service educational requirements have made almost no progress against the tradition of experience requirements. In the 1928 examination for bookkeeper, grade 3, neither educational nor experience requirements were set. In 1935, for the lower ranking position of grade 2, the Commission again failed to set minimum standards but pointed out that "No candidate may reasonably expect to pass this examination who has not obtained a senior high school education or its equivalent." The large number of students of the city's secondary schools who have completed commercial courses demonstrates that an educational requirement at the 4-year high-school level would produce no difficulties in limitation of competition and would improve the caliber of those appointed. But the step has not been taken although grade 2 bookkeepers are eligible to compete in promotion examinations for the position of clerk, grade 3.

In all the examinations given for accountants except the 1932 test for grade 5, there has been no requirement of attendance at a school of accounting or business administration. Two years of experience has been the usual standard for these positions. In the 1932 test, the only advance in this

<sup>9</sup> The Commission is sometimes restricted in its choice by statutory requirements of experience for inspectors.



respect was the acceptance of a degree from a school of accounting in lieu of one of the required 5 years of practical experience.

*Nursing and medical services.*—In the field of public health, satisfactory minimum general educational requirements are insured by the standards for licenses for the practice of medicine and by the standards for the registration of nurses. Also, perhaps because of the low salaries paid by the city in comparison with those in private practice in the past, the experience requirements for the various positions included in the nursing and medical services have been kept at a minimum.

In the selection of nurses a significant trend has been the addition of a public health requirement to the previous registration necessary for the position. As early as 1930 there was a requirement for a postgraduate course of—

... at least 4 months in public health nursing or medical social service or with an organization of recognized standing; or 6 months' experience, after graduation, in public health nursing or medical social service under satisfactory supervision.

In 1934, the study required was extended to 6 months, the field of study was limited to public health nursing which excluded social service, and the course had to be taken in "a college, university, or other educational institution or organization of recognized standing." Substitution of experience was still permitted but it was limited to experience in public health nursing.

The whole trend in the training of nurses has been in the direction of increased educational requirements. Previously, high-school graduation was not required for entrance to a nurses' training school but there is such a requirement now. In schools of nursing connected with university hospitals college training is being required prior to entrance and in the Yale University School of Nursing:

Each applicant for admission must submit credentials showing the completion of a course leading to the baccalaureate degree in arts, science, or philosophy in a college of approved standing.<sup>10</sup>

In the field of public health nursing, the present substitution of experience for the educational requirement will probably be removed in the next few years. This will result from an increase in the numbers of those who apply for civil service positions who have had such courses.<sup>11</sup>

In the medical positions there has been a notably small number of positions calling for experience as a requirement. For example, in the 1932

<sup>10</sup> Bulletin, Yale University, The School of Nursing, New Haven, January 15, 1936. p. 22.

<sup>11</sup> The National Organization of Public Health Nursing predicts that by 1940 the present gap in educational facilities for public health training will be filled. "Minimum Qualifications for Those Appointed to Positions in Public Health Nursing," Public Health Nursing, March 1936. This article and the recommendations included are the work of the education committee of the N. O. P. H. N.



examination for the relatively important position of deputy medical superintendent, only 1 year of administrative experience was required; in 1936 this was increased to 2 years. For the positions of clinic physician and medical inspector no experience is required.

One other group of positions falls into this service, but for these positions many years of experience are required. This is quite natural since they involve bureau and institutional chiefs with duties including the supervision of staffs of several hundred employees. For general medical superintendent, 10 years of experience in hospital administration is required, five years of which shall have been in the position of superintendent or executive officer in an accredited hospital of a capacity of at least 200 beds.

Ten years of experience was required for director of the division of psychiatry, department of hospitals, and 5 years of experience for director of social hygiene, department of health.

In the educational requirements for all of the positions in the nursing and medical services there has been, with few exceptions, no demand for specialized training in public health or related fields. For the position of director of the bureau of nursing, department of health, the completion of courses in public health nursing was recognized by the grant of additional credit in the experience-education test. The same consideration was given in the examination for director of district health administration for the completion of courses in a recognized school of public health. In the examination given in 1935 by the present Commission for the position of district health officer an increase of requirements was accomplished by making "one or more years of graduate training in public health in an educational institution" a minimum requirement with no acceptable substitute. In an examination for research pediatrician, special training in pediatrics was required.

As the above illustrations, covering the period between 1927-36, indicate, the recruitment of young doctors and nurses for these positions is not prevented by extensive experience requirements except for the few positions of bureau chiefs where they are an obvious necessity.

*Engineering service.*—The outstanding defect in recruitment for these positions in the past has been the neglect of educational requirements. This condition is more extensive in this service than in any other professional service in the city. While this is partly the result of lack of supply of educated personnel during the years of business and industrial prosperity, the depression has brought merely an intensification of experience requirements.

The wide acceptance of experience in place of educational requirements is indicated by the following examples. In the 1928 examination for engineering assistant (grade 2), either 2 years of technical education or 1 year of experience without any technical education was acceptable. In the 1932



examination for grade 3 of the same position either an engineering degree or 1 year of engineering study and 1 year of experience was acceptable. In other words, 1 year of experience is considered the equivalent of 2 or 3 years of attendance at an engineering school.

As the above examples indicate, no satisfactory educational level of recruitment for these positions has been reached. In the more important positions in the engineering service, however, there has been a recent advance in the educational level although still accompanied, in most instances, by requirements of many years of experience. In the 1932 examination for architectural draftsman (grade 4), the minimum education required was 3 years in an architectural school; in 1935 a degree was required. In the 1935 test for assistant sanitary engineer (mosquito control), a degree in civil or electrical engineering was required. In the 1934 test for resident engineer (grade 4, bridge construction), a civil engineering degree was required.

The length of experience required for some positions in this service is illustrated by the 15-year minimum requirement in the 1930 examination for engineer of cars and shops. In other examinations 10 years of experience were required. It is obvious that recruitment of personnel with long records of private business experience to important and high ranking positions through open-competitive examinations reveals, in most cases, a failure to recruit career personnel in the lower grades.

The engineering service seems an appropriate one in which to recruit to the lower grades upon the basis of educational requirements without experience prerequisites. A maximum age limit of 25 years for the entrance grades also seems appropriate to insure the recruitment of a homogenous group which will develop into the future chief engineers in the service of the city.

*Social service.*—This service has been greatly expanded in numbers since the depression. Although at first employed on a temporary basis, the new employees are now being recruited by open-competitive examination into the permanent civil service.

The largest group of employees in this service are engaged in dispensing home relief, old-age pensions, and mothers' pensions. Case-work technique involved in each of these fields is similar and recruitment in the past has been through the medium of one examination for all these positions. For probation officers, parole officers, and crime prevention investigators, however, separate examinations with different written tests and prerequisites have been given and the probation officers have been further subdivided into different examinations for the various criminal courts in the city.

Until this expansion raised the question of a career service for social workers in the civil service, recruitment was without educational or age



standards. Two of the candidates selected from the eligible list promulgated from the 1928 examination for social investigator were 58 years old at the time they filed application for their positions. Equally undesirable has been the selection of an uneducated group with no knowledge of the basic facts of psychology, economics, sociology, and political science associated with the profession of social work.

In probation and parole positions the present Commission has raised the requirements by stressing college and social work preparation for the examinations for these positions. While college graduation has not been made a requirement for all of these positions, the advance in preparation of those applying for these positions has in itself resulted in higher standards under the new emphasis of the Commission.

These recent advances in the establishment of educational requirements for entrance to the competitive examinations in the New York City civil service have been important in removing several of the barriers between education and the civil service of the city. There is still prominent, however, a tendency to retain the traditional emphasis upon experience as the primary standard of selection. There is yet no emergence of a general plan to adjust the entrance standards for the lower grades of each service to an appropriate level of the educational system and to regard experience primarily as a form of training to be acquired in the city's own service.

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## [ CHAPTER III ]

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### Examinations: The Experience-Education Test

A CIVIL-SERVICE EXAMINATION is not merely a written test. Instead, it ordinarily includes a battery of tests. Those frequently used in New York City are: The experience-education test, the written (frequently called mental) test, the oral interview test, the practical (or performance) test, and the physical test. These tests are used in various combinations and have varying weights. The influence of a test upon the rank of candidates on the eligible list varies directly with its weight and the distribution of scores.

One of the most frequently used tests in New York City recruitment is the experience-education test. It is a test which belongs in the powerful tradition of emphasis upon experience, and it is basically an evaluation of experience rather than education. In 88 percent of all the examinations given by the New York City Commission during the 10-year period 1927-36, an experience-education test was included. In these examinations in which it was used, the experience-education test had an average weight of 40 percent of the entire examination (or, as the advertisement of the examination would state it, a weight of 4 in a total of 10). The weight of the test has had a range from 10 percent in the examination for court stenographer to 70 percent in the examination for assistant engineer of design (department of sanitation).

While there are important exceptions (for example, the 1935 examination for laboratory assistant in which it had a weight of 70 percent and the 1936 examination for social investigator in which it had a weight of 50 percent), the weight assigned to this test ordinarily varies directly with the grade of the position. That is, the experience-education test in an examination for a grade 4 position would have more weight than it would have in an examination for a grade 1 position. In many instances, the test is omitted in examinations for the lower grades.

The experience-education papers of candidates are rated by the use of rating keys. These keys, as used in New York City, customarily describe certain types of experience and education as relevant, and assign an



arbitrary value to each year of experience and to each year of education which the candidate has had beyond the minimum requirements. The keys show marked variation in values from examination to examination, and there are frequent variations in types of experience and education rated as relevant. Sometimes more credit is given for one type of experience than another; sometimes attendance at one college or university is given more credit than attendance at another. The various types of rating keys used are illustrated by the following examples:

*Laboratory Assistant (Bacteriology), 1935*

	<i>Percent</i>
Education: College graduation.....	75.
Experience: 1 year to 2 years.....	70 to 80.
2 years to 3 years.....	80 to 85.
3 years to 4 years.....	85 to 90.
4 years to 5 years.....	90 to 95.
More than 5 years.....	95 plus.

*Law Clerk and Law Examiner (Grade 1), 1936*

	<i>Percent</i>
Education: College graduation.....	5.
College honors.....	7.
LL. B.....	5.
Law school honors.....	Unlimited credit.
Experience.....	Not over 5.

*Tax Counsel (Grade 3), 1935*

	<i>Percent</i>
Education: Law Review.....	3.
Phi Beta Kappa.....	3.
LL. B. Cum Laude.....	3.
LL. B. Summa Cum Laude.....	5.
C. P. A.....	3.
Experience: For each year of tax work add up to.....	3.
For each year of practice beyond 5 years add.....	0.5.

*Food Chemist, 1929*

	<i>Percent</i>
Education: B.S.....	74.
B. S. in science from College of the City of New York..	72.
B. S. from Cooper Union.....	70.
Each year of postgraduate work.....	2.
Experience: Each year of experience in food or drug chemistry.....	1.
Each year of experience in food and drug chemistry...	3.

*Nurse*

	<i>Percent</i>
Education: College work.....	1 to 5.
Extra courses not used in minimum rating.....	1 to 5.
Experience: Public health nursing.....	1 to 20.
Teaching and social work.....	1 to 5.
Private nursing.....	1 to 5.
Institutional work, clinics, doctors' office, etc.....	1 to 10.

*Structural Steel Draftsman (Grade 3), 1928*

	Percent
Education: College work.....	10.
Experience: 2 years of experience.....	75.
5 additional years of experience.....	10.

All rating keys are computed on a basis of 70 percent as a minimum for all candidates who meet the minimum requirements for experience and education.

These ratings keys indicate a uniform trend toward the separate recognition of education and experience. They also reveal the quantitative character of the rating in this test. A year of experience has the same value whether it be that of a successful apprentice or an unsuccessful one. A year of education has the same value whether it be that of an average student or a distinguished one.

The primary significance of this test in New York City is that its use constitutes a major barrier against the entrance into the public service of those educated candidates who possess all the minimum requirements but lack experience. An analysis of the educational characteristics of the rating keys used in significant examinations during the last 10 years reveals that such candidates are placed at a distinct disadvantage. For example, in the examination given in 1936 for social investigator, the experience-education test had a weight of 50 percent and the written test had an equal weight. College graduation was a minimum requirement. This meant that a college graduate of June 1936, who obtained 100 percent on the written test received a final grade of only 85 percent, since his rating on the experience-education test would be the minimum, 70 percent.

$$\begin{array}{rcl} \text{Grade} & \text{Weight} & \text{Percent} \\ 100 & \times .50 & = 50.00 \\ 70 & \times .50 & = 35.00 \\ \hline \end{array}$$

$$\text{Final rating} = 85.00$$

In the following examinations the rating keys for the experience-education test indicate that surplus education receives a much more limited credit than does surplus experience:<sup>1</sup>

1. *Bacteriologist, 1931.*—A candidate with a Ph. D. would be limited to 80 percent credit; each year of experience is credited with from 2 percent to 5 percent, with the total amount unlimited.

2. *Food chemist, 1929.*—A candidate with a Ph. D. is limited to 80 percent; each year of experience is credited with from 1 percent to 3 percent, with the total amount unlimited.

<sup>1</sup> It should perhaps be said that this rating of experience more favorably than education is due in part to the insistence of department heads, unaware of the principles of a career service, upon experienced rather than educated recruits.



3. *Assistant engineer, grade 3, 1928.*—A candidate with a college degree is limited to 75 percent; the rating key does not recognize graduate work; a candidate with experience would receive up to 90 percent.

4. *Chemist, 1935.*—A candidate with an M. A. is limited to 75 percent; a candidate with a Ph. D., to 80 percent; each year of experience receives from 1 percent to 4 percent, with total amount unlimited.

5. *Laboratory assistant, 1935.*—A candidate with a college degree is limited to 75 percent; graduate work receives up to 80 percent; experience earns 1 percent to 5 percent, per year, with the total amount unlimited.

6. *Title examiner, grade 1, 1935.*—A candidate with a Ph. D. and LL. B. is limited to 82 percent; each year of experience is credited with 2 percent, with the total amount unlimited.

7. *Associate assistant corporation counsel (transit litigation), grade 3, 1935.*—Education credit is limited to 77 percent; experience credit is limited to 87 percent.

8. *Probation officer, city magistrates court, 1935.*—Education credit is limited to 85 percent; experience credit, unlimited.

9. *Pile driving engineer, 1936.*—Education credit is limited to 75 percent; experience credit, unlimited.

10. *Social investigator, 1931.*—Education credit is limited to 85 percent; experience credit, unlimited.

Despite the marked predilection for surplus credits for experience revealed in these rating keys, there has been some tendency in the last 2 or 3 years to award surplus credit for education. Educational honors, such as Phi Beta Kappa membership and Law Review editorial work, have recently been recognized in the rating keys for such examinations as that for law clerk, grade 1, 1936. In this examination college graduation added 10 percent to the base credit of 70 percent; college honors, 7 percent; law school attendance, 3 percent; law school graduation, 5 percent; post-graduate degree, 1 percent; admission to bar, 2 percent. Experience credit was limited to 5 percent. This is an unusual instance of educational credits, but its appearance indicates the possibility of modifying the emphasis of the experience-education test upon surplus experience credits.

Analysis of the influence of the experience-education test upon the examinations in which it is used supports the conclusion that its function is to emphasize experience as the standard of selection.

The ratings received by candidates in the experience-education test have little relationship to the ratings received by the same candidates in the written test. In 13 examinations for which coefficients of correlation between the two tests were computed, a significant positive relationship was found in but two instances. In the 1928 examination for law examiner, grade 1,  $r=.49 \pm .05$ ; and in the 1936 examination for law clerk and law examiner, grade 1,  $r=.53 \pm .05$ . These were, of course, examinations in



which surplus education was given definite recognition for credit in the experience-education part.

Sixty-three examinations were studied to discover the influence of the rating received by candidates in the experience-education test upon their rank on the eligible list. An average change of about five places was found from rank on the written test to rank on the eligible list. In other words, a candidate who received the fifth highest rating on the written test, might, because of a higher or lower rating on the experience-education test, rank from first to tenth on the eligible list. In the examinations studied the uniform function of the experience-education rating was to raise the rank of the experienced candidate at the expense of the educated candidate.

This function of the experience-education test is further revealed by the age differences of those ranking highest on the eligible list and those ranking highest on the written examination. The following table indicates that those receiving the highest marks on the written test are younger than those whom the experience-education test raises to the highest ranks on the eligible list.

TABLE 1.—Comparison of age differential between those ranking high on the eligible list as against those ranking high on the written test

Examination	Grade	Year	Average age of high ranking eligibles	Average age of those obtaining high ranking on written test
1	2	3	4	5
Accountant.....	5	1927	38.9	26.7
Architectural draftsman.....	3	1928	28.4	23.6
Architectural draftsman.....	3	1931	29.8	27.8
Assistant engineer.....	3	1929	33.6	27.5
Bacteriologist.....		1930	32.6	29.5
Industrial instructor.....		1935	32.5	29.3
Inspector, public works.....	3	1930	38.5	34.1
Inspector of repairs and supplies.....	3	1935	38.1	36.5
Mechanical engineer.....	4	1932	42.8	35.2
Nurse.....		1936	29.3	27.6
Parole officer.....		1930	28.4	24.3

The experience-education test constitutes one of the basic barriers between the educational system and the civil service. In practice, the test reflects the strong tendency of public service recruitment in the United States to prefer, even in lower grades of each service, the "experienced" candidate, trained in the routine of another employment, to the educated candidate who might be trained in the public service itself. While it is possible that the test might be modified by the use of rating keys which gave more appropriate credit to education and which limited the credit for experience, there are grave doubts whether the test is one which can be made qualitative rather than quantitative in rating. Meanwhile, it retards the development of any career service articulated with the educational system.



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## [ CHAPTER IV ]

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### Examinations: The Written Test

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**I**N THE battery of tests used in New York City civil service examinations the written test is the most important. It is the most frequently used, appearing in 90 percent of the examinations given during the last 10 years. It has the greatest average weight in examinations, counting for 50 percent of the total in the typical examination. It is, therefore, the major instrument of selection in the recruitment of the public service personnel of the city. Its relationship to the educational system is accordingly of primary significance in any consideration of the development of a career service.

The device of the written test is a product of the educational system. Its improvement has long been one of the preoccupations of educators. As an instrument of measurement it has been under continuous analysis for objectivity, reliability, and validity. In form and method it has kept pace with the development of the educational system. Its use in public service recruitment has been less subject to such analysis, but the Detroit Commission and the United States Civil Service Commission have conducted sustained analysis of their written tests. The Bureau of Public Personnel Administration, during the period of its existence, also developed standardized and partially standardized tests for many civil service positions. In New York City, however, the size of the examining staff has not permitted any such analysis or standardization of its tests. In general, no attempt is made to appraise the results of the written test by the statistical methods developed for such analyses. It is not surprising, therefore, to find an absence of the most modern techniques in both test construction and analysis of test results in the New York City civil service.

Certain trends do, however, indicate an increasing awareness of educational values in the recruitment process of the city. The present commission has made an important advance in its increasing use of short-answer, objective tests as contrasted with the previous predominant use of the free-answer (or essay) type. In its use of such objective tests the commission has favored the four-item multiple choice type. This is perhaps the most difficult to construct, and the failure to reach a satisfactory level of reliability (shown by

several tests of reliability made during the course of this study) is perhaps due to the novelty of the experiment for the examining staff. The change in form is a significant step in the correlation of the testing methods of education and the civil service.

There is some indication, also, that standardized general intelligence tests may be used, at least in modified form, for the recruitment of firemen, patrolmen, and attendant-messengers. In recruitment for these positions the function of the written test is presumably to rank candidates according to intelligence. Standardized tests of known reliability can easily be used, either in standard form or in modification.

There is, further, a noticeable trend in increasing the educational content and in raising the academic level of the written test, as subsequent discussion in this chapter will show. The questions on written tests are now closer to the materials of the educational system than they have been at any previous stage of the development of New York civil service recruitment.

Despite these trends, however, the primary characteristic of the written test in New York City is its adherence to the "practical" tradition of American civil service recruitment. In part, the "practical" questions flow from the requirement of the New York Civil Service law which, in section 14, requires that "the examinations shall be public and shall be practical in their character and shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of that service into which they seek to be appointed." In larger part, the emphasis upon "practical" questions is the result of long acceptance by the commission of the premise that experience rather than education is the more satisfactory standard for recruitment.

The "practical" test produces certain definite results. In the first place, the fact that such tests have inevitably a narrow range of variety from examination to examination encourages the growth of "cram" schools in which candidates of inadequate education are prepared for the tests. The limitations of the "practical" test are such that the "cram" schools can produce sufficient results in terms of the eligible list to insure their continued prosperity. In the 1928 examination for Social Investigator, for example, among a group of 54 candidates chosen at random, 32 had attended a "cram" school in preparation for the examination. Almost none of these had had social work education or experience.

The "practical" question most frequently relates to administrative rules and regulations of the department or bureau in which the position is located, to the statutes affecting the duties of the position, or to the procedural aspects of such duties. These are items foreign to the materials of the educational curriculum which has more general objectives. Special "cram" school preparation is therefore necessary. Personnel administrators are in



agreement that such information is best learned as part of the probationary in-service training. Such questions as the following are typical of the items in "practical" tests in New York City:

What city department issues permits to generate combustible gases?<sup>1</sup>

What city department is charged with the care and maintenance of water-front property?

Give the names of the official bodies that issue licenses, permits, or certificates for each of the following:

1. To conduct a cold storage warehouse.
2. To conduct a business as a corporation.
3. To act as a manager of a professional boxer.
4. To practice osteopathy.<sup>2</sup>

In the second place, although those who pass the written test tend to have more education than those who fail, there is among those passing no significant difference in rank which may be attributed to differences in amounts of education. Of 53 examinations studied for the purpose of determining differences in years of education between those who ranked high on the written test and those who failed such tests, it was discovered that in 8 of the examinations the candidates who failed had more education than those who ranked highest, in 5 there was no appreciable difference in education between those who failed and those who ranked highest, in 14 there was a difference of less than 2 years of education between those who failed and those who ranked highest, and in 26 the difference exceeded 2 years but did not exceed 5 years on any examination. These 26 examinations in which the differences exceed 2 years are confined to the professional and technical services. When the education of those receiving the higher marks was compared with the education of those receiving the lower passing marks on the written test, it was discovered that, in 26 examinations studied, in 4 examinations the candidates with low rank had more education than those ranked highest, in 13 examinations there was a difference of less than 2 years, and in 9 the difference exceeded 2 years but did not exceed 4 years in any examination. This would seem to demonstrate that the "practical" written test is not a measure of education, but is instead one of the barriers between the educational system and the civil service.

The persistence of this barrier, as well as the trends toward its modification, is to be perceived more clearly from the detailed discussion of written tests in important services which follows:

*The written tests for patrolmen and firemen.*—These tests have in the past contained the following parts: Memory, government and elementary duties, letter or report writing, and arithmetic. Memory and arithmetic questions usually have had a weight of 20 percent each, with the remainder of the weights given to the two other parts.

<sup>1</sup> Fireman, 1935.

<sup>2</sup> Patrolman, 1934.

All the arithmetic questions included in these examinations have been on the level of the sixth and seventh years of elementary school. Both the calculations involved and the vocabulary used have been on that level. The following examples are indicative of the type of questions usually included:

Add  $\frac{1}{4}$ ,  $\frac{1}{5}$ , and  $\frac{1}{6}$ .

Multiply 0.32 by 1.2.

Express  $\frac{1}{4}$  as a decimal.

Find the interest on \$200 at 6 percent for 2 years and 1 month.

If the difference between two numbers is 1320 and the smaller number is 1750, what is the larger number?

The candidate usually has been given a choice of two topics, one of them relating to a general civic problem and the other one of importance in connection with the duties of the position involved. In the 1934 examination for patrolman the candidates were asked to write one page on one of the following topics:

Discuss the connection between moving pictures and misconduct

OR

If you were the police officer on post what would you do in the following case? Two young boys lose a ball in the sewer. They lift the manhole cover and one of them climbs down the manhole. He fails to reappear after a long interval of time has passed.

The "government and elementary duties" questions have been mainly routine questions concerning rules and regulations with several on more general aspects. The following are typical of the questions asked on municipal government:

- (a) Taxes are paid in what bureau of the finance department?
- (c) How many members in a petit jury?
- (c) What official presides over the upper branch of the Municipal Assembly?
- (d) What official heads the city law department?
- (e) In what court in New York County would a case of arson usually be tried?

It is doubtful if such questions on minute details measure any abilities. If they were of the true-false statement type, and if there were from 100 to 200 of them, they would undoubtedly have significance as instruments of selection. This increase in items would give the tests greater reliability, and their validity would be more probable.

The memory part usually has consisted of a passage of between 150 and 200 words. After reading this passage, or having it read to them, the candidates answer questions, usually five in number, based on the facts contained in the passage read.

The above discussion of the parts included in the written test for firemen and patrolmen indicates that the level of selectivity has not been higher in

\* Patrolman, February 27, 1934.

\* Firemen, 1935.



any part than the first or second year of high school represented by the required letter or report. The other parts either have required no schooling at all or have been associated with the elementary school curriculum.

Recognition of this low level of selection led the present commission to alter radically the written test for firemen in 1937. At first the commission was inclined to fix high-school graduation as a education requirement, but after public hearings and extended discussion the requirement was waived. The commission announced its intention to raise the level of recruitment to the twelfth-year educational standard by use of a new type of written test. The written test of 1937 did reach the twelfth-year level, and in its construction it represents an unusually complete adaptation to educational standards and to career values. The 1937 test abandoned the memory part, the questions on duties and regulations, and reduced the importance of the report section. The new test consists primarily of 150 objective items. Thirty of the items tested vocabulary, 50 tested ability to judge spatial relations, while the remaining 70 included questions on arithmetical relationships, chemistry, civics, and current events. This test undoubtedly constitutes a base upon which, when tested for reliability and validity, a career personnel in the police and fire services can be built.

*The written tests for clerks and stenographers.*—Before 1930, the position of clerk, grade 1, the basic one in the clerical service, was undesirable because of the low pay offered (about \$960). There was a large turnover among those who were appointed to this position and satisfactory personnel conditions were difficult to maintain. The examinations held for the position contained simple arithmetic and English questions requiring not much more than an elementary school diploma. At the same time, open-competitive examinations were given for grade 2. Recruitment for that grade was on a slightly higher level, approaching the point of high-school graduation. The following items from the 1930 test indicate their comparatively low educational level:

14 $\frac{3}{4}$  is what part of a dollar?

What is the least common denominator of  $\frac{3}{4}$ ,  $\frac{1}{2}$ , and  $\frac{1}{4}$ ?

How is the department of sanitation concerned with maintaining sanitary conditions in New York City?

Since the time of the above examination, however, a depression has intervened. Civil service positions are now more attractive. The number of applicants has increased four, five and even, in some positions, tenfold. Candidates who now apply for grade 1 positions are better qualified in terms of educational achievement than those previously recruited for grade 2 and higher positions.

Under these higher standards an examination was given for grade 1 in 1935. While a high-school diploma was not a requirement, candidates

were warned that "No candidate may reasonably expect to pass this examination who has not attained a senior high school education or the equivalent." The written test given for the position did reach this level. There were a few questions of the type included in the American history course in the senior year of high school; the candidates were required to define 40 words of reasonable difficulty and the arithmetic questions were much more complicated than the simple type previously included. The candidates were required to spell 48 words included in the reading vocabulary of a high-school student and, finally, the candidates were required to write a letter for which the rating standard was equivalent to the standard expected of high-school graduates. On the general cultural part of the test candidates had to make a mark of 80 percent or better or be eliminated, and 75 percent was required on the duties and letter part. Matching questions of the following type were included:

- |                        |   |
|------------------------|---|
| 1. Naturalization.     | 1. Designed to limit the number of aliens entering this country.....( ) |
| 2. Immigration quotas. |   |
| 3. Deportation.        | 2. Designed to apprehend [sic] fugitives from justice..( )              |
| 4. Extradition.        | 3. Designed to supervise the behavior of delinquents..( )               |
| 5. Probation.          |   |

In the same way the test for stenographer-typist and the test for promotion to clerk, grade 2, were modified to include academic material of the spelling and letter-writing type, and the "pass" mark was raised for some parts to 85 percent. In the promotion examination to grade 2, the few simple free-answer questions previously included were changed to a comprehensive test containing 160 short-answer questions. This test also required the writing of a two-page report describing the functions either of "the department in which you are employed or any major division of the department in which you are employed." The short-answer questions were about equally divided between those related to the high-school and elementary academic curriculum and those concerned with the duties of the position. The following examples of questions of the first type indicate how far the present Commission has gone in recognizing the value of academic preparation for these positions:

The government of New York City is called the ..... type.

- (a) city manager
- (b) mayor-council
- (c) limited mayor-assembly
- (d) unlimited mayor-commission

The principal taxation source in New York City is the tax on .....

- (a) gasoline
- (b) cigarettes
- (c) real property
- (d) stocks and bonds



"It enables the people to control the officials they have elected" is one of the advantages of the .....

- (a) assembly
- (b) referendum
- (c) gerrymander
- (d) city manager plan

According to the proposals of the charter commission, minorities would be given representation in the city government by means of the .....

- (a) direct primary
- (b) proportional representation
- (c) universal suffrage
- (d) convention system

The inclusion of such items of academic value in these tests has resulted in better selectivity through the elimination of "cram" courses in preparation for these examinations. The fundamental courses of the public-school curriculum—history, civics, spelling, English, mathematics—are being stressed rather than the subjects of rules and regulations and local ordinances which are the *raison d'être* of the "cram" schools. From the announcements issued for forthcoming examinations for similar positions, it can be expected that the present Commission will continue with this type of examination. Steady progress in this direction can be expected eventually to articulate the recruitment of the clerical service with the educational system. In no other field has the present Commission so clearly recognized career values in its attempts to recruit promotable personnel.<sup>5</sup>

*The bookkeeping and accounting service.*—The emphasis in the examinations given for this service is entirely on the duties of the positions with the questions becoming more intricate, so far as bookkeeping and accounting details are concerned, as the importance of the position increases. In the 1935 test for grade 2 bookkeeper there was included for the first time a general educational part which contained questions on definitions of words and arithmetical calculations.<sup>5</sup>

The bookkeeping tests include questions involving the preparation of trial balances and the making of journal entries. Candidates who have had high-school training in bookkeeping should have no difficulty with questions such as the following:

The following balances were taken from the ledger of Snyder and Cutler on Dec. 31, 1933. Set up the trial balance. . . .

The accounting examinations are more difficult and require additional experience or training beyond the high-school level. The major part of these tests is devoted to trial balances, balance sheets, and profit and loss statements. In the 1928 test for accountant, grade 5, a sixty-two item trial

<sup>5</sup> See "Preparedness Neglected by Grade 1 Clerks, 1936" issued November 1936, by Municipal Civil Service Commission, New York City. This pamphlet indicates the type of preparation expected of clerks, grade 1, who desire to advance to higher positions.

balance was included. Questions have also been included on branch and main office journals, as the following from the 1931 test:

- (a) Make all entries on branch books and close branch books.
- (b) Show entries made by home office for the above transactions and for taking up the profits of the branch on its own books.

The 1933 test given for grade 5 contains a question directly related to the duties of the position.<sup>6</sup>

Describe the process of accumulating labor costs and distributing them to the proper accounts for an organization like the City Independent Subway. Candidates may give outlines of the forms necessary in connection with this work.

There is no direct attempt in these written tests, except in the bookkeeper, grade 2, examination, to test for educational achievement. Instead, the questions generally included in these tests provide a sample reproduction of the daily tasks of a bookkeeper or accountant in the city's service. The high quality of candidates attracted to these examinations during the depression has raised the mean marks of the testees so that in the 1935 test previously cited, more than 100 candidates earned a mark of 95 percent or better. With this oversupply of experienced candidates available, the selective task of the examinations is made simpler. But the relationship of this service to the promotion opportunities of the higher clerical positions (grade 2 bookkeepers are eligible for grade 3 clerkships) raises the question of the need for higher educational standards.

*The social work service.*—The written tests for positions in this service show a promising trend toward the greater use of objective, comprehensive tests, and increased use of educational materials for question purposes.

The tests in the social work service given in the first half of the period under study were composed of about 10 free-answer questions. One question ordinarily required a discussion of a phase of social work; another, the routine technique of case-work investigation; and the remainder required knowledge of definitions of social-work terms and the availability of factual material necessary for a social investigator. The following question from the 1931 test for social investigator is representative of the type of knowledge previously required:

A woman, who is a relative within the second degree, makes an application for an allowance for the support of three minor children. These children are the offspring of the deceased mother's first marriage. The step-father of these children is still living. He has five children by a previous marriage. He is in destitute circumstances and has committed these five children to an institution.

Give your opinion, with reasons, as to this woman's eligibility for the allowance for which she applies.

<sup>6</sup>It should be pointed out that the objection to "duties" questions involves only those questions which require special "cram" preparation for civil service examinations. It does not include those practical questions which have relation to the duties of the position but can be answered by using knowledge accumulated in academic training or general experience.



In the recent tests given for these positions, a common pattern has been followed: Included are from 100 to 200 short-answer items which require knowledge of the theory of the work, the literature, and the fundamental processes, and, in addition, one or more essay questions involving discussion of the procedure to be followed in a case investigation or requiring an analysis of a general theoretical topic in the field of social work. The following questions from the 1936 test for probation officer are representative of the short-answer items included:

The children arraigned in Children's Court—

- A. Come chiefly from the lower income groups.
- B. Are always of inferior intelligence.
- C. Are all children of foreign-born parents.
- D. Never come from middle-class American homes.

The cash relief administered by the Emergency Relief Bureau is from funds contributed by—

- A. The city and the State.
- B. The city and the Federal Government.
- C. The State and the Federal Government.
- D. The State, city, and Federal Government.

The following from the 1936 examination for social investigator is representative of the essay questions included in these examinations:

What is the relation between the increased use of machinery in industry and the problem of unemployment?

What is the relation between public and private agencies in social work in New York City?

These questions are of the type frequently included in academic examinations. Further improvement points to the extension of the short-answer items from the present rather narrow type which emphasizes knowledge of statutory and regulatory provisions to items of a broader scope which would test social intelligence, civic and cultural background, and fundamental theories of social work. Since preparation in a school for social work is not yet required for these positions, it is important that the written test be broadened in subject matter. The beginnings of career standards are present in these tests.

*The engineering service.*—The requirements for engineering examinations emphasize practical experience as preparation. The written tests follow the same pattern and are practical in content. The questions for engineers are practical but technical in subject matter. The tests for engineering inspectors are mainly concerned with the routine involved in the duties of the positions. In only one group of engineering tests is there recognition of academic training as preparation. For junior positions such as rodman, engineering assistant, and junior draftsman of various kinds there is usually included in the written tests a mathematics part with a weight of 20 percent.

These mathematics questions are made qualifying—that is, the candidates must pass this part in order to pass the test and no failure on these questions can be compensated by higher marks on the remainder of the written test. The following question from the 1929 test for grade 3 engineering assistant is representative:

The following cross section notes were taken on the line of a proposed excavation. Complete the notes and then calculate the area of the section. Assume the bottom of the cut to be 30 feet wide with side slopes of 1 vertical on  $1\frac{1}{2}$  horizontal. Grade at the bottom of the cut is 80.64 feet.

Station 0+00                      H. Q. = 96.52

$\frac{6.3}{29.4}$	$\frac{5.2}{15}$	$\frac{3.2}{C. L.}$	$\frac{1.2}{15}$	$\frac{0.4}{38.3}$
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The remainder of the written tests for these junior positions given previous to the depression consisted of extremely simple questions which could be and were covered in 6 months' "cram" school courses. The following questions included in the 1927 examination for grade 2 junior mechanical draftsman are indicative of the low educational level at which the recruitment standards were set during this period:

What is a logarithm?

What is the difference between half scale and one of half an inch to the foot?

State what care must be given your ruling pen to keep it in good condition?

In other tests for these junior positions, practical questions of the following type were asked:

Describe how one of the following is laid: (1) Granite block pavement; (2) Cement side-walks.

Outline the procedures that would be followed in making surveys for a proposed rapid transit tunnel connecting Brooklyn and Staten Island.

For these positions the written test sometimes becomes a practical test. For example, in the 1927 test for junior architectural draftsman, the candidates were required to lay out a small building to test their efficiency and organization in drafting floor plans and elevation, and a detail of a section was required to show construction. Similarly, in a test for junior electrical draftsman, the candidates were required to discover the errors made in a graphic presentation of an electrical hook-up.

The written tests included in examinations for the senior positions of the engineering service are directly related to the type of work to be performed on the job. Hypothetical problems of an extremely complicated nature are presented, and the candidate is required to furnish a solution. The following question from the test given for resident engineer (bridge construction) is representative of this type:

Assuming a highway bridge consisting of seven 300-foot spans over a 2,000-foot wide river and two plate-girder approaches of 2,000 feet each located on rather flat land,



one side being built up closely and the other side undeveloped, describe in detail the triangulation system and survey you would lay out, and indicate how you would give locations of one river pier, and for one land pier on each side of the river. Describe fully the precautions necessary to insure correct measurement of lines and angles. What degree of accuracy should be attained in measuring a base line? In determining the distance across the river?

The tests for engineering inspectors are practical from the point of view of direct and immediate relationship to the duties of the positions involved; knowledge of the appropriate rules and regulations are often involved. For example, candidates for the position of inspector of light and power have been asked to "state briefly the regulations governing transmitting radio antenna." In the 1936 test for the same class of positions, however, the use of short-answer questions enabled the Commission to cover a broader scope of subject matter and the test consequently was of a more highly selective nature. Besides the objective type questions, the candidates were asked to write a report on an accident. This type of question is being extensively used by the present Commission in tests given to inspectors.

Except for the mathematics questions included in the tests for junior positions of this service and the occasionally required sketches and theoretical problems, the written tests in these examinations have no relationship to the curricula of the colleges or the engineering schools. However, the candidates with better educational background do tend to get higher marks. The size of the engineering service in the city, its technical and professional character, and the substantial opportunities for promotion make it one of the most promising fields for a career service. As yet neither minimum requirements nor the standards for the written test recognize these potentialities.

*The chemical and biological services.*—In these services recruitment for the lower ranking positions is through the use of tests closely related to educational standards; for the higher-grade positions the emphasis is on practical experience. The following question from a test for chemical laboratory assistant illustrates this point:

Define or explain each of the following:

- (a) Critical temperature of a gas.
- (b) Chemical equilibrium of a solution.
- (c) The spectrum.

Illustrative of the type of questions asked in the more important positions which require practical experience in preparation is the following from the test for pathological chemist:

In case of a patient who has been brought to the hospital unconscious when poisoning is suspected, what specimen would you require for analysis?

Unlike the tests for the engineering service where experience of an appropriate nature might overcome lack of technical education, in the chemical

and biological services the practical questions are compounded equally of experience and academic training. The following questions from the 1935 examination for chemist are illustrative of this point:

- Describe the quantitative analysis of vanilla extract.
- How would you determine the B. t. u. value of coal?
- Describe briefly the quantitative analysis of red paint.

The 1936 test for bacteriologist is of a similar type with the questions of a kind calculated to demonstrate the quality of both academic and practical preparation.<sup>9</sup> The following question is indicative of the type included in that test:

- In making a blood smear for diagnosis of malaria, describe the proper procedure and indicate briefly the principal differential diagnostic points of tertian, subtertian (estivo-autumnal), and quartan malarias as revealed in properly stained smears.

In the tests given for inspectors of chemical, biological, and related products the emphasis is on practical knowledge of the regulations pertaining to each product and the methods involved in detecting violations. The candidates are usually required to write a report on the general subject pertinent to the field of inspection. The following questions are indicative of the type included in these tests:

- What are some of the common methods used in adulterating milk and cream?
- Give a brief description of the breed count of examining milk.
- What fire hazards are connected with compressed ammonia gas?

As the examples of the questions included in the examinations for the chemical and biological services indicate, there is a happy combination here, except in the inspector examinations, of academic knowledge and practical experience required for preparation. As previously suggested in the analysis of the engineering examinations, this result follows from the combination of these elements in the minimum requirements for these positions. Both education and experience achievements receive substantial recognition in the minimum requirements and are consequently recognized in the preparation of the written test.

In most of these tests the questions are correlated with educational levels appropriate to the position. It has also been found that where the type of question is associated with a lower educational level than seems desirable, the rating standards of the examiners ordinarily compensate for the deviation. There is, in general, in the written tests for these services a definite recognition of educational and career values.

*The written test for nurses and physicians.*—The technical and professional education required for preparation for these services is to a considerable extent an analysis of practical problems with considerable working experience included. The written tests used in recruitment for these services show



a definite alinement with the training received in nursing and medical schools.

The trend in the type of written tests in examinations for nurses is definitely in the direction of questions regarding the public-health aspects of the position. This has been concomitant with a change in the requirements for these positions requiring public-health courses or experience. At the same time, moreover, medical questions included in the training courses of all nurses are presented. The following questions are representative of these two groups:

What are the symptoms of the onset of measles?

Outline a diet suitable for a person with nephritis.

..... is a branch of medical science which treats of disease in the individual and community.

Give the three important reasons why every baby's birth should be registered.

Give three measures which are effective in the prevention and control of communicable diseases.

This more frequent use of questions relating to public-health nursing is based on the recognition that since all candidates are required to be registered nurses, and since registration is acquired by passing a test concerning the work of an institutional or private nurse, public-service recruitment can well concentrate on the principles and practices of public-health nursing.

The written tests given for physicians vary from the general type for clinic physicians and medical inspectors to the specialized questions and technical subject matter of the tests given for such specialists as roentgenologists and drug-addiction experts.

Since the clinics of the city's health department are specialized, recruitment for clinic physician through specialized written tests has been suggested. It has been found by the health department that the general practitioner cannot meet satisfactorily the special problems of a baby-feeding station or a venereal-disease clinic. In the 1928 examination for this position, the following questions are representative of those asked:

Describe the etiology and symptomatology of anthrax.

Describe the symptoms of renal tuberculosis.

Describe the procedure you would employ in making diagnosis of acute gonorrhea in the male.

For the administrative positions in the medical service the questions cover the subject of administration and do not include medical items. The assumption is made that the medical degree and the medical training required insures the presence of the proper technical background. The tests serve to measure the quality of the candidates in terms of administrative judgment. Half of the tests, for example, for director of hospitals (contagious diseases), consisted of the following question:

State your views as to the desirable and practically possible (a) organization, (b) personnel, plant and equipment needs, and (c) administration of the bureau.

The professional training required for these positions insures a satisfactory educational level for the written tests. While all the tests obviously require the appropriate medical or nursing training from the candidates, the present trend is in the direction of the inclusion of public-health questions for nurses and specialized questions for clinic physicians. In terms of written tests, career standards have been achieved.

*The legal service.*—The questions used on the various tests for this service range from simple factual questions such as: Who may lawfully service a summons? to the statement of a hypothetical case with the testee required to give a decision on the basis of the facts set forth. In examinations which require graduation from law school, the questions are within the boundaries of the usual law-school curriculum. Where legal experience is required, a very broad testing of such experience is afforded by the questions asked.

In the examinations for various grades of general counsel, the questions cover the law-school curriculum, including evidence, practice, property, wills, torts, domestic relations, and surety and guaranty. Questions such as the following are asked:

What is the best-evidence rule and give three exceptions to it?

In an action by a resident of New York against a foreign corporation the summons was served upon the president of the corporation, who was also a resident of New York, as the latter was on his way to a seaside resort to spend the summer. When engaged on the business of the corporation the president occupied an office in the State of Colorado. Is the service valid?

The problems of rapid-transit construction and operation has forced the city to recruit specialists in that field. Two examinations have been given for counsel for the board of transportation, and one has been given for a specialist in transit litigation for the general law department of the city. In the latter test, given in 1936, the candidate was asked to assume that he was an associate assistant corporation counsel, and, given his clients' arguments and the opposition's contentions, was asked to prepare three briefs, citing authorities and decisions whenever relevant. Consultation with law reports was allowed. The cases for which the briefs had to be prepared covered the whole field of rapid-transit law, including statutes, court interpretations, and the issues involved in rapid-transit litigation. Bidding, breach of contract, and payment in connection with rapid-transit construction are all included in the questions. This test calls for lengthy experience in the field of transit law plus ability to analyze and synthesize a complicated set of facts.

The 1931 test for junior assistant counsel, grade 2, board of transportation is simple in comparison with the above test. More than 50 percent of



the test required nothing more than a statement of various applicable rules and regulations and the remainder of the test covered legal problems in the field of subway construction. Questions such as the following were asked:

Give five of the important provisions which are required by law to be inserted in a subway construction contract.

What law requires the insertion in the contract of these provisions?

X, without having procured either a franchise or a license, operated a motor bus for the transportation of passengers upon the streets of the city of New York. His bus was run into and damaged by a streetcar of the Y company as a result of the negligence of the motorman. X sues the Y company to recover damages. The defendant moved to dismiss the complaint on the ground that the damage to the bus was caused by the illegal operation of the bus and therefore there could be no recovery by the plaintiff. Judgment for whom, and why?

Between 1928 and 1936 there was a marked rise in the educational level of the written tests given for examiner, law department, grade 1. The earlier test was a simple one involving the routine clerical tasks of the position; the 1936 test was of the type associated with the law-school examinations. In 1928, simple items such as the following were asked:

Indicate the primary public or private sources from which you would obtain the following data. (1) Birth certificate of a native New Yorker; (2) copy of the last will and testament of John Doe, late of New York County; (3) payment of income taxes; (4) financial standing of a defendant.

Distinguish between a court's order and a judge's order.

Define condemnation proceedings.

What is meant by adverse possession?

All these questions are simple and factual and can be "picked up" while working in a lawyer's office. The 1936 test is very different. Actual knowledge of all the fields of study covered in law school are required. Rather than a mere repetition of rules, the testee in this examination has to indicate who, in 24 hypothetical cases, will get a judgment and why. Questions such as the following were asked:

The A Pharmacy, Inc., has a policy of insurance with the B Insurance Co., whereby the insurance company agreed to indemnify the pharmacy against loss arising from claims against the pharmacy for bodily injury or death occasioned through error or mistake in preparing, selling or delivering drugs, except where it is shown that the injury or death was caused by failure to comply with the law or in the consequence of the performance of an unlawful act by the assured or its employees. One of the pharmacy's employees through error failed to affix a poison label to a poison sold to a customer, as required by the education and penal laws. The customer took the poison, which resulted in his death. The pharmacy made a reasonable settlement with the dead man's estate, and then seeks indemnity from the insurance company. The insurance company refuses to pay and the pharmacy sues. Judgment for whom, and why?

For title examiner, grade 1, 1935, the written test was a simple test related to experience in the work. While a law-school student would do well

on the theoretical questions, he would be unable to answer those based on experience unless he had specially prepared himself for the test. Questions such as the following were asked:

Draw an acknowledgment by a corporation.

Name all persons or officials (titles) before whom proof of a conveyance of real property within the State of New York may be made.

The written test in New York City recruitment practice has shown, during the latter half of the period under review, a marked trend toward educational and career-service standards. The advance has been uneven among the various services, and there are instances, as in the engineering service, in which little progress has been made. In the main, as an instrument of selection, the written test still emphasizes, in New York City, not educational achievement or general intelligence or aptitude, but the special information derived from experience or from special "cram" school courses. If it has ceased in certain services to erect barriers against education as preparation for the public service, it has not yet served generally to recruit the educated candidate as contrasted with the experience-trained candidate. It has failed also to compensate for the experience bias of the experience-education test.



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## [ CHAPTER V ]

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### Examinations: The Oral Test

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IN THE period under review the oral test was used in 30 percent of the examinations and when used had an average weight of 30 percent. Its appearance in the examinations for the lower grades is infrequent and when it is so used its weight is not very important.

The test is difficult of analysis in terms of its relationship to education, for its purpose is to measure neither education, experience, nor information, but simply "manner; appearance; bearing." These traits, it would be generally assumed, are possessed in positive form by candidates with educational qualifications as frequently as by candidates schooled by experience. Yet it appears that the oral test in New York City associates these traits with age and experience, rather than with education.

A statistical analysis of the results of the oral test indicates that there is a tendency in the rating of that test to favor those who are older and those who have more experience. Of 22 examinations studied for the purpose, 15 resulted in higher grades for the older as against the younger group. The average age of those receiving the high marks in all these tests combined was 29.8; the average age of those receiving the lower marks was 28.

The table following indicates a significant relationship between grades on the experience-education test as compared with the oral test ratings.

The significance of the correlation is increased by the fact that very low correlation was revealed between the experience-education test and the written test.

This tendency of the oral test to select by the standard of age and experience is consistent with the traditional emphasis upon these attributes in New York City. The handicap to the young educated candidate is, however, in this instance, somewhat modified by the general restriction of the use of the test to the higher grades. Wherever it is used in those grades to which candidates with appropriate education but without experience might logically aspire, the oral test is now a further barrier to such candidates. The form and nature of the test is now being drastically modified to insure greater objectivity, as the result of recent litigation by candidates charging

absence of rating standards, and it is possible that future use of the test will see a trend toward recognition of other affirmative traits than those arising from age and experience.

TABLE 2.—Correlation between experience-education test and oral test

Examination	Grade	Year	Coefficient of correlation
1	2	3	4
Deputy tax commissioner.....		1935	0.67 ± 0.05
Inspector of elevators.....	3	1934	.51 ± .08
Inspector of foods.....	2	1928	.39 ± .09
Inspector of foods (meat and poultry).....	2	1936	.10 ± .09
Inspector of licenses.....	2	1930	.51 ± .05
Do.....	2	1935	.20 ± .06
Inspector of repairs and supplies.....	3	1935	.39 ± .07
Nurse (female).....		1930	.44 ± .08
Do.....		1936	.10 ± .06
Parole officer.....		1935	.50 ± .09
Police surgeon; medical officer, fire department; and medical examiner, department of sanitation.....		1935	.63 ± .06
Probation officer (children's court).....		1929	.24 ± .06
Probation officer (male).....		1929	.43 ± .09
Social investigator.....		1928	.40 ± .05
Do.....		1932	.45 ± .04
Title examiner.....	1	1935	.07 ± .08



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## [ CHAPTER VI ]

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### Civil Service as a Career in New York City

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THE IMPROVEMENT of public personnel requires more than higher standards of recruitment. Superior personnel will not enter a service which has limited opportunities for advancement to posts of higher responsibility. The public service must become a career service if it is to recruit an adequately equipped personnel.

"By a *career*," said the Commission of Inquiry on Public Service Personnel, "is meant a life work. It is an honorable occupation which one normally takes up in youth with the expectation of advancement, and pursues until retirement. A *career service* in government is thus a public service which is so organized and conducted as to encourage careers."

Basic to the creation of such a career service in New York, as elsewhere in the public service, is the establishment of a classification plan which is designed to provide logical and consistent relationship among (1) the duties and responsibilities of each position, (2) the qualifications required for entrance to competition, (3) the character of the examinations, (4) the opportunities for promotion to positions of higher responsibility, and (5) the salaries paid. New York City has only the beginnings of such a classification system. Positions are classified by titles with some attention to duties, but entrance requirements and recruitment standards are designed mainly to fit a specific job. Promotion areas are limited by the failure to use a classification system which will encourage and facilitate careers. Salaries are determined almost wholly by considerations other than those of a career service.

*Promotion opportunities.*—Within the limits of the present classification plan, however, advancement by merit is firmly established. There are relatively few exempt positions. The chief shortcomings are "dead ends," resulting from the absence of a career service classification, and the extensive use of open-competitive examinations for positions in the higher brackets.

Despite these limitations there are examples of "careers" in the public service in New York City. Those employees who now hold positions gen-

erally described as bureau chiefs have frequently had long and honorable careers in the service of the city. In the legal service one such employee has the following record: He was appointed in 1913 as a title examiner at \$1,500 a year, was promoted to junior counsel in 1919 at \$1,780, to deputy Assistant Corporation Counsel in 1925 at \$2,448, and has since received salary increases bringing him to \$5,000.

The following records in the engineering service indicate the paths that some employees have followed: One bureau chief started in 1912 as an assistant electrical engineer at \$1,500. He took another open-competitive examination in 1919 and was appointed to a position as mechanical engineer at \$1,900. Later he was raised to \$3,000, to \$3,300, then in 1925 to \$3,600, in 1926 to \$3,900 and has since received increases reaching \$7,500 in 1931.

Another employee in the same service started in 1906 as an axeman at \$720; in 1909 through an open-competitive examination he became a rodman at \$900; he was promoted to transitman in 1911 at \$1,200; and was appointed the following year as the result of an open-competitive examination as a computer at \$1,500. In 1917 he was promoted to the position of assistant engineer, although with no change in salary, and was again promoted in 1920 with a salary increased to \$3,510. By 1934, as the result of continued salary increments, he received a salary of \$7,200.

In the clerical service, similar career opportunities have been found. One chief clerk started in 1906 at \$1,050, was promoted in 1907 to \$1,200, in 1913 to \$1,800, and in 1918 to \$2,400. Through periodic salary increases this employee obtained \$4,750, in 1930. Another clerk started in 1917 at \$1,200 and by successive salary increments he has reached the \$6,500 level.

A similar situation exists in the accounting service. One bureau chief started as a finance examiner in 1898 at \$1,500 and then through successive promotions became a bookkeeper at \$1,950, accountant at \$2,100, \$2,400 and \$3,000 and then continued receiving salary increments until he reached in 1935 a salary of \$8,000. An auditor of accounts started at \$1,100 in 1898 as a warrant clerk, then received salary increments and then promotion to clerk in 1905 at \$1,800, then received further salary increases to \$3,150 in 1924, and was promoted the following year to the position of auditor of accounts at \$3,500. Since then increments have raised his salary to \$7,000.

The medical service has offered to some employees similar opportunities. A departmental general medical superintendent entered the city's service as an assistant alienist at \$1,520 and then took another competitive test for medical superintendent and was appointed at \$3,500. Since then, through promotion examinations, his positions have increased in importance and



his salary to \$8,000. The director of the bureau of child hygiene of the department of health entered the city's service in 1905 as a medical inspector at \$1,200 and rose through all the grades to grade 5 in 1919 at \$3,500. In 1924 he was appointed as head of the bureau at \$5,000 and was subsequently raised to \$6,000.

The relatively few positions in the chemical and biological service of the city make promotion difficult. The chief chemist of the department of water supply, gas, and electricity started in 1903 as a chemist at \$1,200 and has since then by promotion and successive salary increments reached the \$5,500 level. A chemist in the department of purchase started in 1908 as a laboratory assistant at \$900 and has since then, by promotion to chemist and salary increases, reached \$4,500.

In the social service the number of higher positions available has been so few that the "career" opportunities have been limited. With the present tremendous expansion in the social service personnel of the city, the near future can be expected to bring opportunities here equivalent to those in other city services.

In the police and fire services, every position in the uniformed and detective forces is filled by those in the competitive service and at present the commissioners, too, are competitive employees.

*Open competition vs. promotion.*—One of the most debatable points in personnel administration is the choice between open-competition and promotion in recruiting for higher posts. The New York civil-service law provides in section 16 that "Vacancies in positions in the competitive class shall be filled, so far as practicable, by promotion from among persons holding positions in a lower grade in the department, office, or institution in which the vacancy exists," but the question as to whether it is practicable is a matter of administrative discretion.

The failure to hold promotion examinations for many positions is one of the greatest obstacles to a "career" in the civil service. While it is true that employees who are in the public service are not hindered in competing in examinations open to all, yet the fact remains that such examinations tend to hurt the morale of those in the lower grades who feel that they have been passed over. Wherever open-competitive recruitment is necessary because those in the lower grades are not qualified, there is a definite indication that inadequate recruitment standards were employed for the entrance grades. In other words, recruitment requirements for the entrance positions in each service must anticipate the promotion needs of the higher grades as well as the duties of the immediate grade being filled.

In New York City, promotion is frequently subordinated to open competition because of the inadequacies of the classification system and the absence of career standards in recruitment to entrance grades of certain services.



In the accounting and bookkeeping services, open-competitive recruitment has been found necessary for all grades. This practice has been the result in part of a limited qualified supply of candidates already in the service. In 1927, 1928, 1929, 1930, and 1931, closed promotion examinations were given to accountants and 48 were appointed. At the same time, open-competitive examinations were necessary to fill the vacancies which those already in the service were unable to qualify for and 300 candidates were appointed.

In the engineering service many open-competitive examinations are given to fill vacancies in very important positions of both an administrative and technical character. Often this situation arises in this service because those already employed are mainly concerned with maintenance work and are not qualified to do the planning of construction projects of an elaborate character. For that reason, outstanding positions paying more than \$5,000, such as the following, have been filled by open-competitive examinations: Resident engineer (bridge construction); assistant electrical engineer, grade 4; assistant designing engineer (department of sanitation); engineer of cars and shops (board of transportation); sanitary engineer (sewage treatment operation). At the same time, however, many promotion examinations have been given. During the 10-year period of 1927-36, 984 promotions have been made in this service.

In the nursing and medical services there exist many positions of bureau chief importance which have been filled through open competitive rather than promotion examinations. This condition is the result of a number of connected factors. Turnover in the medical service is at a high rate; new bureaus have been established making promotion examinations difficult; and, finally, in many cases those in the lower grades have not had the necessary competence. The following important positions have been filled through open competitive examinations: Director of the bureau of nursing; director of the bureau of social hygiene; director of district health administration; director of hospitals, contagious diseases; assistant director, bureau of health education; director of the division of psychiatry.

The only important position in the chemical and biological services filled through open competition has been that of associate director of the bacteriological laboratories of the health department. This is partly due to the presence of but very few high-paying positions in these services. In the legal service, the large number of exempt positions reduces the importance of the competitive positions so that no open competitive examinations for the important positions are necessary.

As the above facts indicate, in such services as the clerical, police, and fire groups there is a complete "career" ladder closed to all but those already in the civil service. For other classes of positions, however, open competitive examinations have been found necessary for a number of reasons,

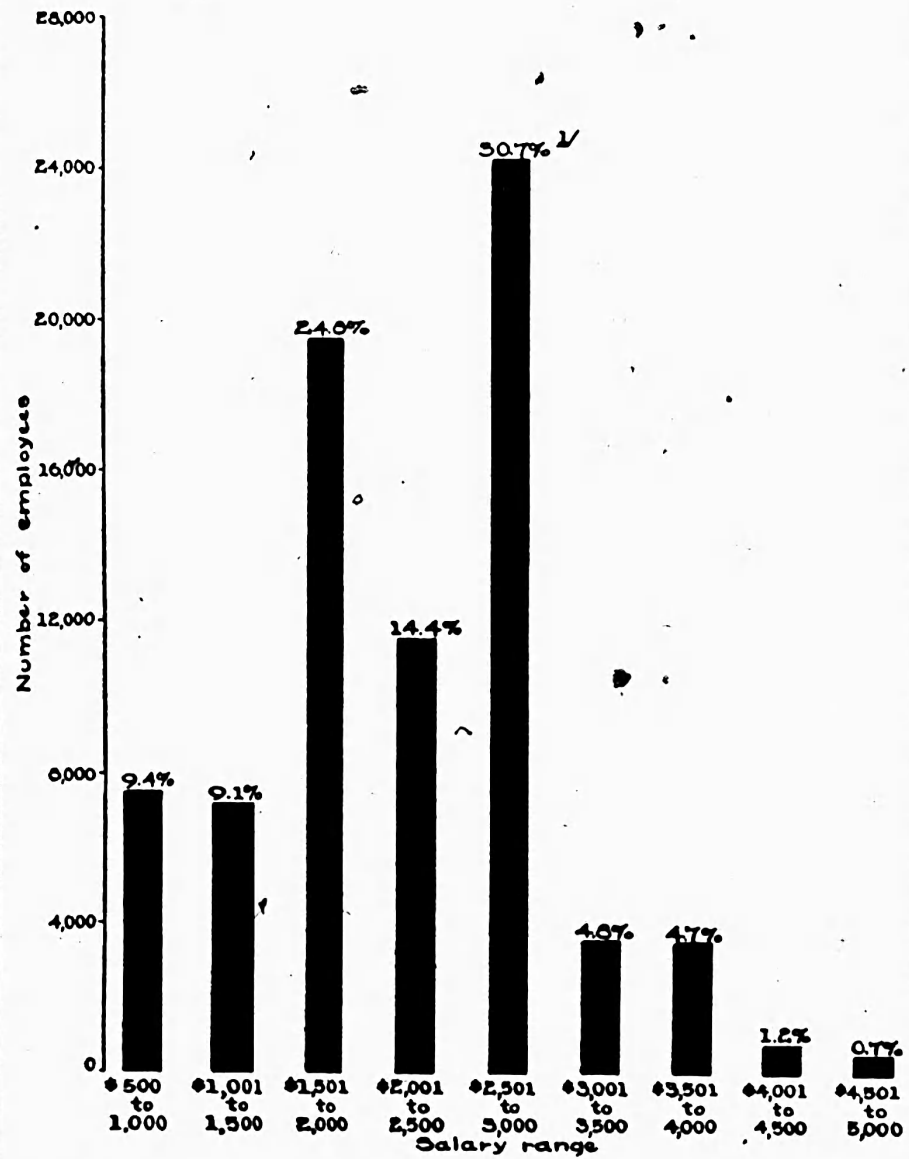


most important of which has been the inadequate ability of those in line for these positions. The improvement in quality of personnel recruited during the depression may tend to ameliorate this condition after those recently selected have been in the service long enough to qualify for the higher grade positions. But it is clear that more extensive recognition of career service standards in recruitment to the basic grades is the paramount requirement.

*Civil-service salaries.*—A career service must provide adequate compensation or it cannot recruit and retain superior personnel. In New York City, salaries are not yet established to maintain a career service. In the whole service of the city there are but a few positions paying more than \$4,000, and more than 90 percent of the employees receive \$3,000 or less. While it is true that during the period of the depression city salaries have been attractive to well-equipped persons, this is a temporary situation which the first upturn in private employment will eliminate. Figure 1 shows the general low levels of public service salaries in New York.

Salaries are also for the most part unstandardized. The absence of a career service classification plan makes it impossible to pay equal salaries for equal work and to recognize career necessities in compensation. Instead, salaries are the product of pressures which are irrelevant or antipathetic to the development of a career service.

# NEW YORK CITY SALARIES 1934



✓ More than 80 percent of this salary group is in the police and fire services



# PART 2

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## *Part II*

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Education, Pre-Entry Training,  
and In-Service Training

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## [ CHAPTER I ]

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# Education and Pre-Entry Training for the Civil Service in New York City

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THE PRECEDING chapters of this study have emphasized the tendency of civil service recruitment methods in New York City to measure experience rather than education. This practice, it has been pointed out, flows out of the preoccupation of civil service commissions with two factors almost to the exclusion of all others: (1) the elimination of patronage appointments, and (2) the recruitment of personnel to fit detailed, pigeon-hole job classifications. These preoccupations have led public-service recruitment to overlook the larger objectives of a career service, to which recruitment requires general as well as special abilities. More particularly, these preoccupations have meant that public-service recruitment turned to the personnel market of private business for its recruits, rather than to the educational system.

The educational system, for its part, has not been sufficiently aware of the public service as one of the careers to which its best products might aspire. Instead, it has focused its interest upon the established careers and professions (law, medicine, engineering, dentistry, and so on) or upon the private business occupations. In only one public-service field has the educational system given adequate attention to the training of future public employees. That field is the profession of teaching.

The result has been that civil-service recruitment and the educational system have pursued separate and independent goals. Neither has seen its appropriate relationship to the other.

It is not surprising, therefore, that in New York City the program for educational preparation for the public service is still in an early stage of development.<sup>1</sup> The absence of organized career opportunities and the presence of experience barriers have inhibited progress in the orientation of education toward the public service. In the secondary school system, only

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<sup>1</sup> The most thorough study of this development is to be found in O. Glenn Stahl's *Training Career Public Servants for the City of New York* (Division of Research in Public Administration, New York University, 1936). See especially chapters II, X, XI.



a slight beginning has been made. Dr. Stahl, after his survey in 1936, reported:

The announcements of civil-service examinations for Federal, State, and municipal positions are received through the school system's central placement and guidance office and are supposed to be posted in each of the high schools in the city. Not a great deal seems to be done further than this to interest promising students in the civil service as a career.

There is a vocational counselor system which operates with full-time counselors in some of the junior high schools and in nearly all of the regular high schools. . . . The counselors help to formulate objectives, curricula, and student attitudes as well as perform a placement function. Occasionally this includes pointing out to students the opportunities in the public service.<sup>2</sup>

The program of studies in the secondary schools also fails to include courses which would inform the students of the wide range of government service and of the areas in which careers have been established or are emerging. Nor is there yet in the secondary school program any emphasis upon the opportunities for advanced training in the general and special fields of public administration. The observation of Samuel C. May upon the general situation in the United States is unusually pertinent to New York City:

It is the great task of educators to build up an appreciation of the real importance of the work of the hundreds of thousands of men and women who constitute the public service, and to point out the ever-increasing opportunities for successful achievement in its ranks. This attitude must be extended down into the elementary schools, where too many teachers still retain the heritage of an attitude justified only by conditions that no longer exist.<sup>3</sup>

Higher education in New York City has been much more aware of the public service as a field of opportunity for its graduates. In the period between 1910 and 1918 there was an unusual interest in the relationships between the civil service and the colleges and universities of the city. Columbia University, New York University, and City College each began programs of training for the public service. For a time the establishment of a career service seemed certain in several services of the city. But this movement was engulfed by the World War and local political conditions. Not until the beginning of the third decade was it reasserted with any considerable emphasis.

Now, under the encouragement of the present civil service commission, and aware of the reviving national interest in a public career service, the universities and colleges of the city are again expanding their programs of

<sup>2</sup> Stahl. Op. cit., pp. 187-188.

<sup>3</sup> In the general discussion in Morris B. Lambie (editor) *University Training for the National Service* (1932) p. 299.



training for the public service. The number of courses in public and municipal administration, and in all of the major fields of the administration of the city, has been increased in each of these institutions. In the two universities of the city which had such courses during the earlier movement, these courses have been organized into coordinated offerings leading to graduate degrees in public administration. At Columbia University this is accomplished through the Institute of Public Administration. At New York University there is the Division of Research in Public Administration.

The extent to which the programs begun in the prewar period have been maintained and expanded during recent years can be seen from the following discussion of pre-entry training for those services of the city in which some progress has been made.

*The clerical service.*—This service as it is organized in New York City includes not merely the routine clerical positions, but also the service from which the bureau chiefs and other high positions in the nonprofessional administrative units are recruited. Its relationship with the educational system is therefore a mixed one. Original recruitment tends to be at or near the high-school level. But there is now official recognition by the civil service commission that the higher posts in this service demand wider training, and the proposal to open the service at grade 3 for competition by college graduates offers an opportunity for the city to recruit the most capable of those students who have had a broad training in the social sciences and in public administration particularly.

The institutions of higher education in the city offer a rich program in this field. That offered at New York University illustrates the beginning which the universities and colleges have already made. The following courses, among others, are offered:

*Undergraduate*

Municipal government.  
Municipal administration.  
Public administration.  
Government of New York City.  
Public finance.

*Graduate*

Municipal government and administration.  
Problems in local government.  
Law of municipal corporations.  
Advanced public finance.  
Foundations of municipal finance.  
Regional and city planning.

Pre-entry training for this service needs, in the future, a wider emphasis upon its significance and its elementary techniques in the high schools of the city. For the higher posts, either the proposal of the present Commission to open the service to competition at grade 3 or the creation of a separate administrative service if carried through would utilize the rich training resources now available in the universities and colleges of the city.

*The legal service.*—The very marked orientation of the typical law school curriculum toward the needs of private practice has precluded emphasis upon the law as a career in the public service. Except for the course in



constitutional law, which is equally valuable in either private or public practice, no other recognition in the form of required courses is given to public service practice. It is true that courses in the law of the municipal corporation and in administrative law are usually included as electives, but the pressure of required courses reduces enrollment.

Despite this emphasis, however, there is an increasing positive relationship between the law schools and the public service. It is to be seen most definitely in the appearance in most law school curricula in the city of courses related to public legal administration. It is to be seen also in the increasing emphasis upon educational achievement in the civil service examinations for this service.

*The engineering service.*—The engineering profession has an unusually close relationship with the public service. Sixty-three percent of the civil engineers are now employed by the Federal, State, and local governments.<sup>4</sup> While other engineering groups are not so extensively identified with Government service, the ratio is great enough to turn the attention of engineering schools in the direction of public service training.

In New York City the most important advances in public service training for engineers have been in the field of sanitary engineering. Under the leadership of Dean Thorndike Saville, the College of Engineering of New York University has organized a sanitary option for seniors which includes, at the undergraduate level, courses in hydraulic and sanitary engineering, water supply and sewerage design, engineering economics and finance, framed structures, reinforced concrete, public health engineering, public works organization and administration; and, at the graduate level, courses in hydrology, sanitary chemistry and biology, advanced sanitary engineering, water power engineering, and a seminar in water conservation.

Similar courses in the public health aspects of municipal engineering are offered at the Delamar School of Public Health at Columbia University.

*The accounting service.*—The expansion of governmental functions has so greatly complicated the financial problems of cities that every educational institution within the city offers some course in municipal accounting. The examinations for licensing certified public accountants also emphasize municipal accounting in such degree that most accountants preparing for these examinations, and many of them are in the city service, acquire considerable training in the subject.

In the related field of municipal finance there is some training in those institutions which have emphasized public administration.

*The chemical and biological services.*—In these services the needs of the public service coincide so closely with the needs of private employment that a separate organization of training is unnecessary. There is accordingly an

<sup>4</sup> Educational qualifications in the engineering profession, Monthly Labor Review, June 1936.



adequate training program present in the secondary and higher educational systems for this service.

*The nursing and medical services.*—Unusual progress has been made in these services in providing extensive pre-entry training in the educational institutions of the city. Public health nursing and preventive medicine are now found in a highly developed program in the city.

For nurses in the public service, three universities in the city offer courses. Teachers College of Columbia University has a Division of Nursing Education with two programs, one providing a 1-year program in public health nursing, the other providing a 2-year program for teachers and administrators in public health. The 1-year program consists of 8 months of class work and 4 months of field work with the Henry Street Visiting Nurse Service and other public health nursing services. Only registered nurses are admitted to this program, while additional experience is required for admission to the 2-year program.

The School of Education of New York University offers a complete program of courses in public health nursing practice, teaching, and administration. Classes are organized in the principles, observation and practice, supervision, administration, and teaching of public health nursing. At the graduate level, courses are offered in methods of ward management and methods of ward teaching.

The School of Sociology and Social Service of Fordham University offers a 1-year program leading to a certificate in public health nursing. This program also has a 4-months' period of field work in cooperation with the various public health nursing services of the city. Registration is required for admission.

The health department of the city has recently inaugurated a training program in cooperation with the medical colleges of the city which is perhaps the most ambitious attempt at coordination of public service training and the educational system in the history of the city. At five health centers, built adjoining the medical college centers, the staff of the health department will assist the regular college staff in the training of medical students and the colleges will accredit such training as part of their regular curricula. The laboratories and clinical facilities will be furnished by the city.<sup>5</sup>

Courses designed for physicians and others in the profession of public health are also offered at the Delamar Institute of Public Health at Columbia University. The Institute is organized to offer a complete curriculum in the theory and practice of preventive medicine and to provide training in public health laboratory methods, public health administration, and epidemiology.<sup>6</sup>

<sup>5</sup> For further details, see ch. II, pt. II, Education and In-Service Training in New York City.

<sup>6</sup> Announcement of Delamar Institute of Public Health, 1936-37, p. 5.



*The social service.*—The sudden and unusual increase in personnel in this service as a result of the problems of relief brought an intensified interest in the development of a pre-entry training program. It was necessary to devise emergency training programs in which the universities and colleges supplemented the work of the regular schools of social work. Hunter College, New York University, and Columbia University each had emergency programs during the period in which personnel recruitment in social work was expanding.

The permanent training program for this service is carried on by three recognized schools of social work: The New York School for Social Work, the Fordham University School of Social Service, and the Jewish Graduate School. In addition to these schools, Columbia and New York Universities offer courses which are recognized for limited credit by the professional association for social workers.

In all of these programs, a course in public welfare administration is the main distinction between the training for private social work and public social work. That there are other phases of public welfare administration which need emphasis is recognized by all of the institutions engaged in training social investigators and workers for the public service. It is probable that courses will soon be organized to train entrants in the wider activities of social security administration.

As the above discussion reveals, the correlation of educational offerings with the special needs of the public service has been slow and uneven. Educators and public personnel administrators have pursued separate paths. The absence of a career service system has made it difficult, even for the most part impossible, for the educational system to train entrants for the public service. But there is definite indication in New York City that both the educational system and the civil service commission have a new appreciation of their mutual responsibilities. It is altogether possible that the near future may see the extension of the program beyond the tentative beginnings represented in the professional and technical training programs discussed above. A general coordinated plan awaits the establishment of a career service system.

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## [ CHAPTER II ]

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### Education and In-Service Training in New York City

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THE ABSENCE of a general pre-entry training program in New York City has made it necessary to develop an in-service training program of considerable extent. This in-service program consists of three markedly different types of training. One type is conducted by the administrative departments themselves. Another consists of general educational training for employees desiring to continue their education. The third consists of special training programs carried out in cooperation with educational institutions.

The police department with its academy, the fire department with its fire school, and the sanitation department with its training school, are the outstanding instances of in-service activities conducted by the administrative departments with their own instructional staff. These programs, while efficiently performing the purpose for which they are intended, have little relation to the educational system.

The second type of in-service training program is adjusted to the evening curricula of the educational system. Many city employees continue their education after entrance into the civil service. This is in-service training only in the sense that employees in service are involved. For the most part they participate in the regular educational program, usually selecting a course of study related to the general functions of the department in which they are employed. Many of them attend evening high school to complete their secondary education. For this purpose, the East Side Evening High School has since 1925 offered regular courses in the Municipal Building. All the subjects of the regular high-school curriculum are included.

A larger group attend the evening divisions of the colleges and universities of the city. At one time (from 1910 to 1917) City College and New York University conducted a joint experiment in giving courses to employees in the Municipal Building, but the practice has not been revived. Instead the employees now acquire their training at the regular locations of the various institutions. It is apparent from the questionnaire returns from employees of the city that several hundred, perhaps more than a thousand



of them, are attending institutions of higher education in the city. It is also clear from the questionnaires that the training needs of the employees reflect the failure of the civil service commission to recruit at career service levels. The major in-service training needs of the service now are indicated by the following preferences of the 3,000 employees who returned questionnaires:

1. Courses in government and public administration outranked all others in expressions of preference. Courses are desired particularly in municipal government, in public management, and in the government of New York City.

2. Courses in public finance administration rank next in demand. Municipal accounting is most frequently suggested.

3. Courses in engineering follow next in frequency on the questionnaires. General training in mathematics is also frequently requested.

4. Courses in social work and social service are next most frequently listed.

It is in special fields that in-service training programs in cooperation with the educational system have been most widely developed. One of the most interesting is the training of a selected number of firemen in the engineering schools of City College and New York University. The firemen were selected from the ranks of the department by competitive examinations with the heads of the educational institutions participating in the selection. They attend a full-day program and receive their regular salaries as firemen.

In much the same manner several members of the staff of the department of sanitation are attending the College of Engineering of New York University. The department selects the candidates on the basis of merit and the college awards 4-year tuition scholarships. They will major in sanitary engineering. In return for these scholarships the city is building on university property a laboratory for research in sewage disposal problems.

A third program has been developed for the public health nurses of the health department. With funds made available by the public health provisions of the Social Security Act, training is being given nurses in the Institute in Maternity Hygiene of Teachers College, Columbia University; in a special course in orthopedic nursing given at New York University; and in a special course for supervising nurses at Teachers College.

The most far-reaching instance of such cooperative in-service training, however, is in the health center program of the department of health and the five medical colleges of the city. These centers provide regular clinic space for the city's health services and at the same time are the basis of the public health training of medical students. Members of the staff of the department will become members of the faculty of the college associated with the center, and a closely harmonized program for public health educa-

tion and public health service will be worked out between the colleges and the department. There is an assured permanence to this unusual program.

In addition, other specialized training programs have been worked out from time to time. New York University has offered in 1936 and 1937 well-attended short courses for food inspectors. Many employees in the bureau of laboratories of the health department have utilized the close relationship of the bureau with New York University's College of Medicine arising out of the long membership in the faculty of the college of Dr. William H. Park, director of the bureau. The college of medicine courses in biochemistry and bacteriology were particularly patronized by them. Finally, during the recent expansion in social service personnel, Fordham University, Hunter College, New York University, and the New School gave extension and noncredit courses for the hundreds of employees who were recruited with insufficient training.

In-service training in New York City reflects the absence of career standards in its variegated and heterogeneous pattern. But it also reflects a wide-awake interest on the part of the city's employees in their educational advancement in both general and professional terms. Their replies to the questionnaires during the course of this study reveal their awareness of the implications of a career service and their desire to equip themselves for greater responsibilities. The success of the special programs also reveals an initiative and alert interest on the part of the operating departments in the training of their employees. Their participation in various training programs supports the sound recruitment concepts of the career service.

It is also evident that the educational institutions are prepared to cooperate in the training of a career service personnel in general, technical, and professional fields. The growth of in-service training in cooperation with these institutions constitutes a vital base for transition to a career service for New York City.



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## [ CHAPTER III ]

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### Conclusions

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WHAT EMERGES from this study with greatest emphasis is the absence of a coordinated and positive relationship between the recruitment of the civil service of New York City and the educational system of the city. The obvious need for a close and consistent relationship between the great educational resources of the metropolis and the training of its public servants in all fields has been seriously overlooked. It is now apparent to informed observers that the gulf between the two must be closed. The premises upon which they have pursued independent and unrelated programs cannot be retained under the pressure for a thoroughly trained municipal career service.

There are apparent certain hopeful trends toward coordination. The last few years have seen an increasing appreciation of educational values in public-service recruitment and an equally increasing willingness on the part of the educational system to assume its obligations in the training of future career men in the employment of the city. The preceding pages have detailed these trends as representing an approach to a much more closely integrated relationship.

Important barriers still stand between the educational system and the civil service in New York City. The primary barrier is the absence of a career-service system—that is, a concept of personnel recruitment and advancement which is articulated with the various levels of the educational system and which is designed to offer careers to the capable graduates at each level. The absence of such a concept and system of personnel administration for the public service in New York City permits the retention of the remaining barriers, or is indeed in some instances directly responsible for their existence. These other barriers will bear repetition here. There is, first, a decided experience bias in the system of requirements for entrance to competition. There is an even more pronounced preference for experience over education in the rating of the experience-education test. There is present even in the written test a standard of selection which measures experience rather than education. And in the less frequently used oral test the same standard persists.

These barriers are made the more important by the absence of a career system for promotions in many areas of the civil service of the city. The development of an educational training program for prospective entrants into the service of the city is inhibited by these factors in combination. Uneven and halting progress must continue to be the rule until a basis for complete and permanent coordination is established.

In New York City, as elsewhere in the United States, the essential next step is the establishment of a career service.



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## [ APPENDIX A ]

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### A Representative New Test

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#### MUNICIPAL CIVIL SERVICE COMMISSION

New York City

Social Investigator

Date: December 30, 1936. Time allowed for entire examination four hours

Written Test—Weight 5, 70% Required

This booklet contains all the questions of the written examination. There are 20 consecutively numbered pages in it. Before beginning work examine your booklet and make sure that it contains all the pages and that the booklet is not defective in any way.

#### Part I, Weight 4, 70% Required

The following items are to be answered on the specially prepared Answer Sheet on your desk. Follow all directions exactly. Failure to follow them will be penalized. Four possible answers are suggested to complete each statement. One of the answers, (A), (B), (C), or (D) best completes each statement. Write in the correspondingly numbered space on the answer sheet the capital letter preceding the best answer. Do not write any answers to Part I in this booklet. If you find it necessary to change your answer, cross out the incorrect letter and write your final answer in the answer sheet. Neatness will be considered in rating.

NOTE: It is the best answer which is desired in each item. Write on the Answer Sheet the capital letter preceding the best answer. Make sure that your answers to Part I are written on the special Answer Sheet for Part I.

Sample Q, New York City is a

(A) state (B) municipality (C) county (D) nation

1. Home relief in New York City is administered by the ..... (A) Emergency Work Commission (B) Emergency Work and Relief Administration (C) Emergency Relief Bureau (D) Works Progress Administration.
2. Of the following forms of relief, the one not given by the Emergency Relief Bureau is ..... (A) shelter (B) fuel (C) light (D) old age assistance.
3. Payment for medical care in the home of needy residents of New York City may be authorized by the ..... (A) Department of Public Welfare (B) Department of Hospitals (C) Emergency Relief Bureau (D) Department of Health.
4. About an applicant for home relief, it is most important to know ..... (A) how long he has been in the city (B) whether he is a citizen (C) whether he worked last year (D) whether he is sixty years old.

5. One of the primary functions of an intake department is to ..... (A) receive and record all complaints (B) interview all applicants for relief (C) take inventories of materials and supplies received (D) receive the commodities to be used by needy persons.
6. Of the following the least reliable form of proof showing continuous residence in New York City is ..... (A) rent receipts (B) leases (C) school records (D) dispossession and eviction notices.
7. It is most important for a client to understand what relief eligibility is ..... (A) so that he will be able to help others in need of relief (B) because his family may be suffering (C) so that he can immediately assume his share of responsibility by giving the necessary information and helping in the verification of it (D) because the law requires it.
8. Of the following sources of income the one which is used exclusively for the purpose of financing the cost of emergency relief is ..... (A) the sales tax (B) license fees (C) the real estate tax (D) water rates.
9. The chief purpose of insurance adjustment is ..... (A) maximum protection to the client at minimum cost (B) to reduce the number of persons on relief (C) to make sure that insurance companies do not lose money (D) to investigate solvency of insurance companies with which clients are concerned.
10. The greatest percentage of relief loads is found in ..... (A) Harlem (B) Jackson Heights (C) West Bronx (D) New Brighton.
11. In order to be entitled to an allowance by the Board of Child Welfare, a mother need not ..... (A) be physically fit to bring up her children (B) have resided in the State for two years (C) under some circumstances, be a citizen of the United States (D) be mentally fit to bring up her children.
12. An outstanding fact with regard to child-care in New York City is ..... (A) organizational facilities have been developed in accordance with a unified plan (B) organizational facilities have not been developed with any coordinated plan (C) only the various public agencies concerned with child-care have developed their activities according to a coordinated plan (D) a unified program of organization has been mapped out for the care of the City's unfortunate children by the federal government only.
13. The cost of old age assistance is borne ..... (A) entirely by the local government (B) entirely by the federal and state governments (C) entirely by the federal government (D) by the federal, state and local governments.
14. The Department of Public Welfare operates the ..... (A) City Home for Dependents on Welfare Island. (B) Reformatory for Men at New Hampton (C) Farm Colony on Staten Island (D) Camp La Guardia at Greycourt.
15. Under the New York State Unemployment Insurance Act, the money to pay unemployment insurance benefits will be raised by ..... (A) contributions from the employer only (B) contributions from the employee only (C) contributions from both employers and employees (D) taxation only.
16. A woman client born in Russia, receiving home relief, tells you that her husband came to this country in 1888, was naturalized in New York County in 1898, and that she married him on September 30, 1930. Her husband is now deceased. There are two children, 4 and 2. She wants to know if she is a citizen. Your answer should be ..... (A) Yes, because she married a citizen (B) Yes, because two of her children were born in this country (C) No, because she married a naturalized citizen after September 22, 1922 (D) No, because she is not a native and did not gain citizenship by marrying a naturalized citizen after September 22, 1922.



17. If while visiting a client, an investigator observes that the hall of the ten family house in which the client lives is entirely without lights, she should advise the client to make a complaint to the . . . . . (A) Department of Health (B) New York City Housing Authority (C) Department of Sanitation (D) Tenement House Department.
18. The Children's Court in New York City is a branch of the . . . . . (A) Surrogates' Court (B) City Magistrates' Courts (C) Domestic Relations Court (D) Court of Special Sessions.
19. Official information with regard to the naturalization of a client is most properly obtained from the . . . . . (A) Department of Commerce (B) U. S. Department of Labor (C) N. Y. State Department of Labor (D) U. S. Department of Justice.
20. The written authority for one person to act for another in legal matters is called . . . . . (A) a deposition (B) a power of attorney (C) an endorsement (D) legal tender.
21. The legal proceedings by which a municipality may take private property for public use is known as . . . . . (A) search and seizure (B) elective franchise (C) habeas corpus (D) condemnation proceedings.
22. "The real worth of the Domestic Relations Court cannot be estimated in dollars and cents." This statement most nearly means . . . . . (A) the taxpayers should not begrudge the cost of administering this court, no matter how large (B) the importance of this court to the community is the service that it renders in the preservation of family life (C) the cost of administering the court must increase from year to year (D) the value of the court's work in terms of dollars and cents should be ignored by the taxpayers.
23. The most accurate of the following statements about visiting nurses is that they . . . . . (A) may visit families independently of a physician to give instruction in hygiene or minor services such as baths to patients (B) always restrict their work to bed-side service to the sick patient and take no responsibility for other members of the family (C) never visit a family except on order of a physician (D) always give service free of charge.
24. Social Security Legislation, as enacted by the federal government, is characterized by the fact that . . . . . (A) it makes widows' pensions compulsory throughout the United States (B) it is the first comprehensive security law which provides health insurance as well as other forms of social insurance and pensions (C) it offers unemployment and old age benefits only where the States do not already provide these (D) it carries into effect a combination of state and federal operation, of employer and employee contribution, and a gradual development of the system over a series of years.
25. A change in the system of relief which has taken place in the past few years is . . . . . (A) for the first time in this country public relief has been resorted to instead of complete dependence on private philanthropy (B) relief work or relief in the form of wages has been introduced for the first time (C) cash relief was substituted for commodity relief when the federal government took over control (D) federal funds have been made available to supplement local and state relief funds for emergency purposes.
26. The Social Service Exchange is . . . . . (A) a central office for checking whether a client applying to one agency has ever been known to other agencies, and if so, which ones (B) a place in which relief agencies can check up how much money their clients are getting from other agencies so as to be able to judge the proper amount of their own contribution (C) a place in which case records of different



social agencies can be exchanged for mutual information (D) a place in which various commodities—clothing, food, household supplies, arcraft, etc.—prepared by clients or other poor people are offered for sale, to help provide a supplementary income to those in need.

27. The most widely accepted of the following principles of administering recreational and leisure-time activities is . . . . . (A) no programs are permitted for mixed groups (boys and girls) over sixteen, and no social dancing for such mixed groups is permitted (B) playgrounds, play fields and group activities are conducted under adult supervision, often of a professional kind (C) no public funds are expended on recreational work unless they have proved academic educational values (D) only persons who cannot afford to pay are permitted the use of publicly or philanthropically financed recreational facilities.
28. An occupational disease is one which arises from . . . . . (A) continued employment in particular types of work (B) an accidental injury sustained by the employee (C) continued unemployment (D) dependence on public relief agencies.
29. A knowledge of nutrition is of importance to a social investigator chiefly because . . . . . (A) it adds to his stock of cultural information (B) it helps the investigator understand the client's needs and may assist in formulating a plan for meeting these needs (C) the investigator should be familiar with modern sociological theories and practices (D) the investigator is thus enabled to act as a nutrition expert.
30. The best of the following methods of combating communicable diseases is . . . . . (A) fumigating homes in which cases of contagious disease have been living (B) inoculating against typhoid fever all persons known to have been in contact with a typhoid patient (C) imposing a quarantine period upon all incoming vessels (D) enforcing the law requiring reporting of communicable diseases.
31. The population of New York City is nearly . . . . . per cent of the total population of the country. (A) 10 (B) 6 (C) 15 (D) 20.
32. The term vital statistics is most commonly applied to such data as . . . . . (A) births, deaths, and marriages (B) unemployment rates and cost of living indices (C) numbers of persons applying for public relief and costs of public relief administration (D) costs of health and safety education.
33. The pair of terms which most nearly has the same meaning is . . . . . (A) feeble-minded and mentally deficient (B) illiterate and unintelligent (C) client and investigator (D) rehabilitation and remuneration.
34. The surest test of whether the authorities of public health administration in New York City are doing effective work is seen in the . . . . . (A) decrease in death rate from yellow fever, smallpox, pneumonia, mumps (B) decrease in death rates from typhoid, diphtheria, tuberculosis (C) decrease in death rates from diabetes, heart disease, cancer (D) increase in the birth rate.
35. Of the following, the largest source of revenue in the City of New York is . . . . . (A) real estate taxes (B) state contribution for unemployment and home relief (C) emergency relief taxes (D) water rates.
36. The Brown family, applicants for relief, lived in a fine apartment in a high rent district. The landlord, a business man of prominence, had carried the family for some time without payment of rent. The family was unaccustomed to privation. Of the following the best procedure for the worker to follow in making her first visit to this family is . . . . . (A) explain to the family that the rules of the agency do not permit of a budget large enough to continue that scale of living (B) tell the family that no relief can be given them until they get out of this apartment (C) tell the family to move out without telling the landlord of their plans to do



- so (D) explain to the family that the landlord will have to be allowed to worry about the rent while the family meet other obligations.
37. The disease in connection with which the Schick test is best known is ..... (A) diphtheria (B) tuberculosis (C) typhoid fever (D) syphilis.
  38. Authorities on health education emphasize certain things that all persons should do as a preventive measure. The most important of these is ..... (A) routine X-ray examination of the teeth (B) a cold shower every morning (C) annual typhoid inoculation (D) annual medical examination.
  39. Group work in the field of social work applies most properly to ..... (A) the classification of various groups eligible for certain types of relief such as old age pension, mothers' assistance, etc. (B) all recreational activities (C) the theory and practice of managing clubs, teams and similar activities in neighborhood houses (D) insurance of employees in groups.
  40. Immigration authorities must exclude those seeking to enter the United States if they ..... (A) possess less than \$50 (B) have intelligence quotients less than 100 (C) have not completed military service in the country from which they come (D) have a record of a criminal offense involving moral turpitude.
  41. The nutritive values of foods are determined principally by ..... (A) specific gravity (B) caloric content (C) mineral content (D) enzyme components.
  42. That part of medicine which relates to foods is called ..... (A) mastication (B) deglutition (C) pediatrics (D) dietetics.
  43. The House of Detention is under the supervision of the ..... (A) Police Department (B) Department of Correction (C) Department of Health (D) Department of Hospitals.
  44. The most accurate of the following is ..... (A) the federal government depends mostly on real estate taxes, with inheritance taxes next, and income taxes least in importance (B) municipal governments rarely use the income tax, depend mostly on real estate tax, not at all on inheritance taxes, cannot collect customs duties but can impose a business operation tax (C) customs duties are reserved to state and federal taxation (D) in the order of amount of return, the municipal government collects taxes as follows: franchise, business license, income, real estate.
  45. The most important of the following housing difficulties is ..... (A) financing bodies refuse to give mortgage money for use in residential construction, reserving their funds for factory, office, and mercantile construction (B) people in the slums are so used to their kind of housing that they refuse to go to better places, and if they do, they soon reduce the best housing to slums, depress values and so make investment in multiple dwellings unprofitable (C) the cost of new construction on modern standards advocated for working people does not provide apartments cheap enough for workers to rent and still be profitable for investment (D) it is impossible to build low rental houses profitably from private investment and it is illegal and unsound to use public subsidies.
  46. A "pay as you go policy" is most nearly one in which ..... (A) annual expenditure does not exceed annual income (B) money is expended to meet new needs (C) a bond issue is the instrument for raising money (D) the budget is never balanced.
  47. The quickest of the following ways to get from the Bellevue-Yorkville Health Center, situated at 325 East 38th Street, Manhattan, to the Staten Island Ferry is ..... (A) the Second Avenue Bus Line (B) the Third Avenue Surface Car Line (C) the Second Avenue Elevated Line (D) the Avenue B Surface Car Line.



48. Bellevue Hospital is situated at . . . . . (A) 36th Street and First Avenue (B) 36th Street and East River (C) 26th Street and First Avenue (D) 23rd Street and First Avenue.
49. Accurate information regarding the employment history of a client will most probably be yielded by . . . . . (A) personally interviewing persons for whom the client has worked (B) asking the client to fill out a questionnaire (C) writing to persons for whom the client says he has worked (D) writing to relatives of the client.
50. Merely looking at a client is enough to tell an intelligent social investigator . . . . . (A) whether the client is lying (B) whether the client is actually in need (C) whether the client is likely to cooperate with the investigator (D) none of the foregoing.
51. The best thing to do with a problem child is . . . . . (A) advise the parents to maintain strict discipline (B) ask the police to watch the child (C) put him on probation (D) follow an individual plan after analysis of the case.
52. The modern practice in the child caring field recognizes that boarding care of children is desirable . . . . . (A) at all times (B) under no circumstances (C) provided there is adequate supervision of the boarding-home (D) in very few cases.
53. The most widely accepted of the following principles of child welfare work is . . . . . (A) foster homes in which children are placed should be, so far as practicable, of the same religious persuasion as that of the child (B) no illegitimate child should ever be permitted to stay with its mother (C) it is important that prospective foster parents be far above the average in their social and economic status (D) no child should be placed with foster parents until arrangements have been completed for having the foster parents adopt the child.
54. Adoption is best defined as a . . . . . (A) friendly and informal agreement by which the second husband agrees to provide for the children of his wife by the first husband during their minority (B) legal instrument in the form of an affidavit made out before a notary public by which the father legitimizes the child born to his wife before their marriage (C) legal process as described above, but valid only if approved by a children's agency, which, for that purpose, and in accordance with the needs of the case can override the will of the natural parent (D) method by which a person legally assumes full parental responsibility for a child that is not his own child; adoption being made by authority of a court having suitable jurisdiction.
55. The following are practices involved in making social investigations of persons applying for relief. The one which is of the greatest immediate importance is . . . . . (A) discovering the recreational habits of the family (B) discovering any evidences of criminality (C) searching property records to find the exact status of property which the family may have owned in the past (D) discussing economic needs frankly.
56. The best of the following reasons for closing a case which is active with a relief agency is that . . . . . (A) the attitude of the client is defiant (B) the client complains about the worker to the head of the agency (C) the client fails to call for his relief check or to make further requests (D) the client is flighty or irresponsible.
57. A least desirable procedure in making social investigations is . . . . . (A) calculating the minimum needs of the family according to a budget (B) telling the family they will have to adjust to a minimum budget whether they like it or not and that the family must remember that they are a charity case (C) obtaining from other agencies with whom clients have had contact, some knowledge of their work with those clients (D) acquainting the family with the purposes of the relief program planned for them.



58. The best of the following reasons for closing a case which is active with a relief agency is . . . . . (A) the client does not like suggestions made by the worker (B) the client is unable to explain inconsistencies in his buying (C) the client is discourteous to the worker (D) the client who has been accustomed to depending on relief now gives indication that he could manage for himself.
59. The best of the following principles to keep in mind in handling persons who come to social agencies is . . . . . (A) destitution is not the only reason for opening a case (B) families of the same size should be given the same amount of relief regardless of other factors (C) one can usually accomplish more by the use of authority than by suggestion and cooperation (D) persuasion by means of reasoning is always effective.
60. In making social investigations, a least desirable procedure is . . . . . (A) gaining the confidence of the family (B) evaluating the employment potentialities of members of the family (C) telling the clients any misrepresentations on their part will result in an arrest (D) helping the family to get needed medical and dental care.
61. The one of the following which is not a good practice in writing up a case is . . . . . (A) include everything of importance said by the case worker (B) give a clear account of the client's difficulties (C) record any line of action the case worker may have agreed to follow (D) make the case record as lengthy and as detailed as possible.
62. The best of the following practices in handling cases in social agencies is to . . . . . (A) use indirect questioning sometimes in preference to direct questioning in order to obtain more complete information from the client (B) use general terms in preference to specific terms in writing case records (C) give advice and make promises freely in a first interview in order to gain the confidence of the client (D) attempt to increase the client's nervous tension so that he will be more anxious to find work.
63. Councils of social agencies or welfare councils are . . . . . (A) organizations of executives of private social work agencies whose function it is to clear the programs of their respective agencies so as to avoid duplicating one another's work (B) federations or associations of agencies with formal representation of member agencies, for the purpose of joint planning of social work in a way so that every agency can contribute its most appropriate service to the whole, avoid duplication, and study gaps (C) federations of social agencies for the sole purpose of joint and more effective financing of their work (D) advisory committees or bodies composed of both board members and executives, who pass on and approve or veto the actual or proposed programs of social agencies.
64. The chief purpose of social investigation is to . . . . . (A) gather statistical data (B) understand the causes of distress and maladjustment so that suitable legislation may be devised and enacted (C) understand the situation of the client so as to discover causes and possible treatment of the particular case (D) determine whether the client had ever before been a beneficiary of public relief.
65. Medical social work is distinguished from other forms of case work by the fact that . . . . . (A) it is always performed by a trained nurse (B) it is always carried on directly under the supervision of a physician (C) it is directed primarily at bringing about conditions suitable for medical treatment and recovery of the patient (D) it relates only to chronic ailment that allow a sufficient length of time for service to make it effective.
66. The Grover family consisted of a mother and five children. The father had disappeared five years before. The oldest boy, 17, unable to find work, considered



- leaving home in order not to be a burden to the family. The family owned their own six-room home, renting out one room for \$20 a month. Mrs. Grover did day work, but did not earn enough to cover expenses. Her health was poor. A partial Board of Child Welfare allowance was granted. The best practice for the worker to follow in this case would be to . . . . . (A) encourage the oldest boy in his plan to leave home (B) determine whether the Board of Child Welfare allowance should be increased to permit Mrs. Grover to stay home (C) get in touch with neighbors to determine if Mr. Grover has been seen recently (D) urge the Board of Child Welfare to grant immediately the full relief allowance of \$75 a month.
67. Writing a case record in a busy relief agency involves knowledge of acceptable practices in social case recording. Below are given four practices an interviewer might follow in writing up a long first investigation. The best practice is to . . . . . (A) put down verbatim in the presence of the client everything he says (B) omit from the record any mention of agreements or promises made by the worker (C) omit any mention of tension observed between members of the family, describing only what has to be with the economic condition of the family (D) give a picture of the problem as it appears to the family.
68. Mr. Semple was sent to Sing Sing in 1930 as the result of conviction for robbery. He will not be eligible for parole until 1940. His former employer is giving the family a small weekly allowance. The family own their home, but have heavy taxes to pay and interest on the mortgage. The family consists of three children none of whom is above 16. No payments have been made since Mr. Semple left home and there is no income, other than the employer's allowance. Jack, the second oldest boy, is in the seventh grade in school and wants to go through high school. His IQ is 74. The family have lived in New York City for 25 years. The best of the following procedures is to . . . . . (A) refer Mrs. Semple to Board of Child Welfare for a mother's allowance (B) warn Mrs. Semple that the children may turn out to be like the father (C) urge Jack to continue through high school (D) use the agency's influence to get Mr. Semple paroled at once.
69. A relief agency was helping the family of Jane Jones. Board money from her brother, James, helped to cut down the amount of relief the family received. A hospital dispensary worker informed the investigator that James was receiving regular treatments for syphilis at the dispensary. The disease was in the non-infectious stage, and the dispensary stated that the family was in no danger of contracting the disease. James had asked the medical social worker not to tell his sister of his condition because he feared that it would worry her. The best of the following procedures for a worker to adopt is to . . . . . (A) initiate with the sister a discussion of the dangers of syphilitic infection, permitting her to draw her own conclusions (B) tell the sister about the brother's condition without telling her the source of the information (C) leave the health matters of the man in the hands of the medical social worker (D) question the sister about the morals of her brother.
70. Mr. Durand, a widower with three children, had been receiving relief for about two months. The worker noticed on one of her visits that the children had new clothing. Mr. Durand explained that the clothing came from an aunt in a distant city. He stated that the aunt could not help regularly and asked that no contact be established with the aunt. Since the aunt was not legally responsible, the worker consented to this arrangement. About two weeks later, the worker was told by a neighbor that Mr. Durand was working regularly. The neighbor did not know where Mr. Durand was employed. The best of the following procedures for the worker to follow is to . . . . . (A) go to Mr. Durand at once and accuse him



of concealing assets (B) investigate the matter further before taking action (C) out the family off relief without further investigation (D) tell Mr. Durand that the worker would never again believe anything he said and that other workers would be informed of Mr. Durand's unreliability.

In the correspondingly numbered spaces on your answer sheet, write the capital letter preceding the best reason for asking clients the questions listed below. For example, if you believe that identification is the best reason for obtaining information about the maiden name of wife, write A in the space numbered 71 on your answer sheet; if you believe that eligibility is the best reason for asking this question, write B in the space numbered 71. This example is intended to help you understand the method you are to use in answering these questions; it is not intended to tell you the answer to any question. You are to decide for yourself the correct answer in each item.

<i>Questions</i>	<i>Reasons</i>
71. Maiden name of wife.	(A) Identification.
72. Address and name of landlord.	(B) Eligibility aside from income.
73. Equity in the home.	(C) Income or financial resources.
74. Army, navy or marine service.	(D) Employability.
75. Mortgages on home.	(E) Debts and obligations.
76. Duration of previous employment.	
77. Amounts of premiums on insurance.	
78. Adult children employed away from home.	
79. Prior occupation.	
80. Apartment number and floor.	

In the correspondingly numbered spaces on your answer sheet, write the capital letter preceding the one of the five services listed below for which each agency is best known.

<i>Agency</i>	<i>Service</i>
81. ERB.	(A) Family service with relief.
82. Willard Parker Hospital.	(B) Medical treatment.
83. Bureau of Child Guidance, Department of Education.	(C) Psychiatric treatment.
84. Boy Scouts.	(D) Recreational opportunity.
85. Christodora House.	(E) Placement of children.
86. State Charities Aid.	
87. Department of Public Welfare, Division of Dependent Children.	
88. N. Y. Infirmary for Women and Children.	
89. Association for Improving the Condition of the Poor.	
90. Hudson Guild.	

In the correspondingly numbered spaces on your answer sheet write the word, words, or number which best completes each of the following items. Sample item OO has been done correctly on your answer sheet.

- Sample OO. The name of the Mayor of New York City is .....
91. The number of years of full and continuous residence in New York State prior to application for relief required for eligibility for home relief by the Emergency Relief Bureau is .....
  92. The Public Welfare Law requires that the circumstances of a person receiving continued care or relief shall be reinvestigated at least once each .....
  93. The minimum period of residence in this State required for eligibility for old age assistance is .....
  94. In New York City, monetary relief to the needy blind is administered by the Department of .....
  95. A client informs you that \$100 was willed to one of her children. She would like to know where she should go to obtain information about the bequest. The name of the court to which you should direct her is the .....
  96. Relief given a meet a critical, immediate and isolated situation is known as ..... relief.
  97. The public agency in New York City responsible for the supervision of children who have been accepted as public charges and boarded out by child-caring agencies and institutions is the Department of .....
  98. Residence in a city or town for a period of one year, without receipt of public relief at the expense of any town, city or county in New York State or of any other State or civil division thereof, or at the expense of the federal government, is necessary to acquire a .....
  99. The date on which the new city charter will go into effect is January 1, .....
  100. The name of the municipal institution in which homeless men are lodged and fed is the Municipal .....

When finished with Part I, summons a monitor, hand him your Answer Sheet and begin work on Part II. Your answers to the questions on Part II must be written on the sheets in this booklet which follow.

## MUNICIPAL CIVIL SERVICE COMMISSION

NEW YORK CITY

STUB

### PART II

Examination for.....  
 My application number is.....  
 The name of the school where I am working is.....  
 The number of the room where I am working is.....  
 The seat number is.....

Part II—Weight 6

Time Allowed—2 Hours

Part II consists of four general essay questions. You are given two hours in which to write your answers. Candidates are urged to distribute their time appropriately among the four questions so that they will be enabled to give sufficient attention to each question. Candidates will note that in certain cases they are given choices as to the questions they may answer. One page is to be written in each case. Scrap paper has been furnished.



## I

This question has a weight or value twice that of any other question in Part II. In this question, you are required to answer (A), (B), (C) or (D). Select only one of the four choices. Do not answer more than one subdivision. If you do answer more than one subdivision, only the first of your answers will be rated.

Write the answer to this question on the page provided for it in this booklet.

The following information has been secured in the course of an application for relief:

The family consists of Mr. K, aged 40; Mrs. K, aged 38; their children William, aged 14; John, aged 10; Mary, aged 5. The family also includes Mr. M, Mrs. K's father, aged 76, and Mrs. M, Mrs. K's mother, aged 65.

All members of the family were born in New York City and have lived there all their lives. Mr. K has been a skilled workman, earning good wages until six months ago, when he lost his job. Prior to that time he had lost considerable working time because he was not well. Their physician has just told Mr. K that he has tuberculosis and should go to a sanatorium. Their savings have been exhausted and their insurance has lapsed. They now owe one month's rent and \$50 at the grocery store, where they have dealt for years.

Mrs. K's mother and father came to live with them three years ago, when Mr. M lost his job. Mr. K had supported them, as well as his wife and children, until he became ill.

The three children are causing their mother and father a good deal of worry. William is not doing well in school and was recently brought before the children's court when he and some other boys in the neighborhood stole candy from a pushcart. John is doing well in school, but is not well physically. He has a persistent cough. Mary has a violent temper and is difficult to manage. The children have not been very happy at home since their grandparents came to live with them. Even when Mr. K was working full time, the support of the grandparents necessitated great economy which made impossible many things which their mother and father had formerly been able to do for them.

Mrs. K seems nervous and much discouraged about the future. She worries about the health of her husband and John and about her inability to control Mary and William. She has just been diagnosed at the R hospital as having acute gallstones requiring immediate operation.

Describe the procedures which you would use and the plan which you would recommend, if you were given this case for investigation: (A) as a social investigator in the Emergency Relief Bureau; (B) as a field worker in the Division of Old Age Assistance in the Department of Public Welfare; (C) as a social investigator in the Board of Child Welfare or (D) as a case worker in a well equipped social service department of a hospital with appropriate resources.

Number each procedure and state your reasons for using your procedures.

## II

Discuss all the factors which you would take into account in considering the budget for the following family, showing exactly how you would arrive at a budget. Assume that the family will be given public assistance.

Write the answer to this question on the page provided for it in this booklet.

A family consisting of a grandfather, aged 73; an unemployed man, John Smith, aged 36; his wife Mary, aged 34; a boy, Vincent, aged 16 at CCC; a boy Albert, aged 12; a girl, Mary, aged 9; a girl of 7 and a little boy of 2. There is also a brother of John's living in the household who is on NYA. The grandfather is in receipt of an old age pension. Albert suffers from chronic bronchitis and is under care of Mount Sinai Clinic. Mrs. Smith is expecting her sixth child. The rent is \$28.00.

### III and IV

Select TWO of the following topics and write a one page essay on each of the two topics which you choose. In rating the two essays, the main consideration will be given to content. Candidates will also be rated on other essentials, including organization of the subject matter, punctuation, spelling, grammar and handwriting.

- (A) What is meant by social case work?
- (B) Why is public housing a social problem?
- (C) What is the relation between the increased use of machinery in industry and the problem of unemployment?
- (D) What is the relation between public and private agencies in social work in New York City?

Write the answer to the first topic which you select on the page provided for it in this booklet. Write the answer to the second topic which you choose on the page provided for it in this booklet.

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This booklet is a part of your examination. Make sure that you give it to the monitor when you are finished with the examination.

[Ten blank pages accompany Part II of this test, for use in answering questions, etc.]



## [ APPENDIX B ]

### A Representative Advertisement for a Civil-Service Examination

#### MUNICIPAL CIVIL SERVICE COMMISSION

##### NOTICE OF EXAMINATION

##### Clerk, Grade 2

[Certification will also be made from the resulting eligible list to fill Grade 1 vacancies in the Emergency Relief Bureau immediately, and in other City departments, at the termination or exhaustion of the present eligible list for Clerk, Grade 1.]

**SALARY:** Grade 2, \$1,200 to but not including \$1,800 per annum; Grade 1 below \$1,200, usually \$840; pension; fair sick leave.

**VACANCIES:** Vacancies occur from time to time in all city departments in Grade 2 at \$1,200. There are approximately 3,200 positions in Grade 1 and Grade 2 in the Emergency Relief Bureau at salaries ranging from \$78 to \$145 monthly. There were 152 appointments from the last list at Grade 1, and 186 appointments at Grade 2.

**AGES:** 18 through 25, on June 4, 1937.

*Application blanks* will be distributed only at the street floor lobby, south end, Municipal Building, Manhattan, New York City, from 10 a. m., Thursday, May 20, to 4 p. m. Friday, June 4, 1937.

Application blanks will be mailed only to persons outside the City limits if self-addressed 9½ by 4½ inch envelope with six cents postage is enclosed for mailing application blank.

Filled out applications, postage fully prepaid, must bear post marks not later than Friday, June 4, 1937.

**CAUTION:** *Applications mailed to the Commission with insufficient postage will be refused.* Applications from Manhattan and Bronx require two cents an ounce; from other places three cents an ounce.

**FEE:** \$1.50, to be paid by postal money order only at time of filing application. Do not offer check or cash. **ENCLOSE FEE WITH APPLICATION WHEN MAILING BACK TO COMMISSION.** Applications unaccompanied by fee (money order) will not be examined. Official notice to appear for examination is also a receipt for payment of fee. *No fee for application. No refund of fee.*

**DUTIES:** Under supervision, to perform clerical tasks such as filing of various kinds, preparing or checking records or reports involving entry or tabulation of figures, making simple graphs, answering questions or giving information in person, in writing or by telephone, and other general clerical work as required; or, under supervision, to direct the work of a small group of clerks in the performance of clerical work of a similar character but of a lesser degree of difficulty.

**REQUIREMENTS:** Applicants must be graduates of a senior high school or have its equivalent. Graduates in June, 1937, will be eligible.

**SUBJECTS AND WEIGHTS:** Written examination, weight 7, 75 percent required on each part; experience, weight 3; 75 percent general average required.

The written examination will include tests of mental alertness, reasoning ability, capacity to follow written directions, office forms and practice, spelling, grammar, vocabulary, arithmetic, tabulation and simple graphic representation, and knowledge of civic affairs and other appropriate information and abilities; ability to write an acceptable report in legible handwriting will also be required.

In rating experience, *due credit*, in accordance with the provisions of the Hendel Act, will be given for experience in the Emergency Relief Bureau of New York City.

Medical and physical requirements, as posted on Commission's bulletin board, must be met. Candidates may be rejected for any deficiency, abnormality or disease that tends to impair health or usefulness, such as defective vision, heart and lung diseases, uncontrolled hernia, paralysis and defective hearing. Persons must be free from such physical or personal abnormalities or deformities as to speech and appearance as would render their admission to the service undesirable.

**MUNICIPAL CIVIL SERVICE COMMISSION, JAMES E. FINEGAN, President; FERDINAND Q. MORTON, PAUL J. KERN, Commissioners. WILLIAM H. ALLEN, Secretary**



## [ APPENDIX C ]

### Questionnaire Distributed to Employees in Competitive Class

UNITED STATES OFFICE OF EDUCATION AND NEW YORK UNIVERSITY

PROF. WALLACE S. SAYRE

New York University

The UNITED STATES OFFICE OF EDUCATION and NEW YORK UNIVERSITY are conducting this survey to obtain information concerning the educational needs of civil service employees. In the past, civil servants have been forced to use their own initiative in obtaining the training they needed. This is an attempt to get the basic data for a planned program which would make readily available all the training courses needed.

1. What is your present position and grade? Age?
2. For what promotion position or competitive position are you planning to prepare?
3. How did you prepare for the examination you took for your present job?
4. When you took promotion examinations, how did you prepare for them?
  1. Personal reading . . . . .
  2. Civil-service classes . . . . .
  3. College classes . . . . .
  4. Professional courses . . . . .

WHAT PHASE OF YOUR PREPARATION DID YOU FIND MOST HELPFUL—1, 2, 3, or 4?

5. Would you attend a civil-service training school if one were organized?

Public supported . . . . .

Fee-paying . . . . .

6. IF SUCH A SCHOOL WERE ORGANIZED WHAT COURSES WOULD YOU BE INTERESTED IN ATTENDING?

7. Are you attending any school now? Yes . . . . No . . . .  
Which one?

WHAT COURSES ARE YOU TAKING?

8. How many years of schooling did you have *before entering* civil service?

Elementary school —1 2 3 4 5 6 7 8

High school —1 2 3 4

College —1 2 3 4

Professional school—1 2 3 4

9. What schools have you attended since you entered the public service, and what courses did you take? DO NOT REPEAT THOSE INCLUDED ABOVE.

NOTE.—When the questionnaire is answered, enclose in accompanying envelope. No stamp is necessary.

## [ APPENDIX D ]

### Selective Value of Each Test in Certain Examinations

Examination	Percent failing				
	Grade	Year	Written test	Experience test	Oral test
1	2	3	4	5	6
Chief probation officer.....		1936	29	60	41
Electrical engineer.....	4	1931	61	22	3
Food chemist.....		1927	44	34	12
Industrial instructor.....		1935	64	76	33
Inspector of foods.....	2	1928	32	56	24
Inspector of foods (meat and poultry).....	2	1936	79	21	8
Inspector of licenses.....	2	1930	79	0	1
Do.....	2	1935	48	41	8
Inspectory repairs, and supplies.....	3	1935	70	57	21
Nurse.....		1930	12	77	4
Do.....		1936	29	26	0
Parole officer.....		1930	39	0	57
Do.....		1935	41	72	7
Pathologist.....		1932	14	30	16
Playground director.....		1929	14	0	11
Playground director (male).....		1935	66	13	4
Probation officer.....		1929	78	0	4
Probation officer (domestic relations court).....		1935	32	78	44
Supervisor of markets.....		1936	85	17	11
Mean.....			48	36	16



# [ APPENDIX E ]

## Age Levels and Recruitment Methods

Examination	Grade	Year	Average age of top portion of eligible list	Average age of bottom portion of eligible list	Average age of failures	Average age of those receiving marks on the written test		Average age of those receiving marks on the oral test	
						High	Low	High	Low
1	2	3	4	5	6	7	8	9	10
Accountant.....	5	1927	38.9	29.6	33.2	26.7	30.4	x	x
Do.....	5	1933	31.6	29.1	38.5	30.1	31.3	x	x
Actuarial clerk.....	3	1929	23.3	20.5	21.2	23.7	20.2	x	x
Do.....	3	1931	21.4	20.8	21.8	21.0	20.9	x	x
Architectural draftsman.....	3	1928	28.4	21.0	31.9	23.5	25.6	x	x
Do.....	3	1931	29.8	24.8	29.3	27.8	24.5	x	x
Assistant engineer.....	3	1929	33.6	31.0	30.6	27.5	33.4	x	x
Bacteriologist.....		1930	32.2	26.9	29.4	29.5	29.4	x	x
Electrical engineer.....	4	1931	35.3	33.4	35.9	34.6	33.3	38.0	29.4
Food chemist.....		1927	29.0	24.6	32.0	28.7	24.9	27.7	25.9
Do.....		1930	24.3	23.2	30.3	22.0	25.0	26.3	21.7
Industrial instructor.....		1935	32.5	28.7	34.7	29.3	32.5	29.3	32.5
Inspector of foods.....	2	1928	27.2	25.4	29.1	26.1	27.8	28.1	25.2
Inspector of foods (meat and poultry).....	2	1936	34.9	32.2	34.4	33.8	33.7	36.2	33.3
Inspector, repairs, and supplies.....	3	1935	38.1	35.3	36.5	36.5	37.2	38.5	37.7
Law clerk.....	1	1929	23.5	22.3	22.6	24.1	22.4	23.7	22.8
Nurse.....		1930	30.1	29.8	32.0	30.8	31.0	30.3	31.2
Do.....		1936	29.3	28.5	28.8	27.6	29.6	28.7	28.4
Probation officer (Male).....		1929	32.0	27.8	35.7	32.1	28.5	32.3	29.1

